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Staff study by Harry S. Havens, Director, Program Analysis Div. Prepared in response to a request from Rep. Butler Derrick, Chairman of the Budget Process Task Force, House Committee on the Budget.

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The growth in the past 5 years in unobligated balances of Federal and trust funds and in unliquidated obligations has raised concern about the validity and credibility of funding requests and about the ability of Federal agencies to carry out planned programs in a timely manner. Findings/Conclusions: In fiscal year (FY) 1972, unobligated balances of budget authority in civil agencies totaled \$165 billion; by FY 1977, this increased to \$235 billion. During that 6-year period, yearly increases in unobligated balances were consistently larger than were projected in the President's budget. An analysis of actual versus estimated unobligated balances in civil agencies showed that between FYs 1972 and 1977, the agencies tended to underestimate unobligated balances. On the average, from FYs 1972 through 1977, first estimates differed from actual balances by 14%. First estimates for five trust funds analyzed tended to be more accurate than were those for Federal fund accounts. The average difference between the first estimates and actual balances was 7%. Department of Defense (DOD) balances accounted for about 12% of total unobligated balances in FY 1976, and were estimated to account for about 9% in FY 1978. DOD unobligated balances are primarily Federal funds for procurement programs, whereas civil unobligated balances are related to purposes ranging from backup authority for guarantee and insurance programs to construction programs. Civil agencies also maintain large balances in trust funds. (Author/HTW)

206

STUDY BY THE STAFF OF THE U.S.

General Accounting Office

An Overview Of Unobligated Balances In Civil Agencies

In fiscal year 1972, unobligated balances of budget authority in civil agencies totaled \$165 billion. By fiscal year 1977, this increased to \$235 billion. During that six-year period, yearly increases in unobligated balances were consistently larger than projected in the President's budget.

This overview

- provides historical data on the growth of unobligated balances;
- examines the relationship of estimated and actual unobligated balances;
- analyzes the relationship of obligations and outlays to budget authority.

Also information concerning DOD unobligated balances is provided to put them in perspective with civil balances.



PAD-78-48
APRIL 1978

**AN OVERVIEW OF
UNOBLIGATED BALANCES IN CIVIL AGENCIES**

April 1978

**U.S. General Accounting Office
Program Analysis Division
PAD-78-48**


PREFACE

In the past 5 years, there has been a \$78 billion growth in the unobligated balances of Federal and trust funds, and a \$243 billion growth in unliquidated obligations. This trend has raised concern about both the validity and credibility of funding requests and about the ability of Federal agencies to carry out planned programs in a timely manner.

The Chairman of the Budget Process Task Force, House Committee on the Budget, requested that we provide this overview of unobligated balances in civil agencies for fiscal years 1972 through 1979. This study provides a perspective from which both civil and defense balances can be viewed. A closely related study (Analysis of Department of Defense Unobligated Budget Authority, PAD-78-34) was published earlier this year.

Because of the short timeframe in which to develop and prepare this information, as well as the scope and complexity of the subject area, we have not been able to perform the necessary analysis that could lead to recommendations and/or alternatives. Budget data was obtained primarily from the budget documents and tapes furnished by the Office of Management and Budget each year, and the annual OMB publication entitled Balances of Budget Authority. Again, time constraints precluded independent verification of the data. The study was not submitted to agencies for comment.

The work was performed under the direction of Kenneth Hunter, Associate Director, and Roy Jenney, Assistant Director, supervised by Margaret Dyess, team leader (275-1564), assisted by Michael Harrison, Jerry Fastrup, Patricia Riggle, and Roxanne Eischeid.



Harry S. Havens, Director
Program Analysis

TABLE OF CONTENTS

<u>TAB NUMBER</u>	
1	Summary
2	Introduction
3	Actual versus Estimate
4	Unobligated Balances/Intended Use
5	Unobligated Balances/Type of Authority
6	Unobligated Balances/Type of Fund
7	Unobligated Balances/Budget Function
8	Unobligated Balances/Agency
9	Relation of Budget Authority to Unobligated Balances
10	Lapsing Authority
11	Obligated Balances
12	Relation of DOD and Civil Unexpended Balances
13	Unexpended Balances/Off-Budget
14	Statistical Analysis of Lag Between Budget Authority, Obligation, and Outlay
15	Federal Fund Accounts with Major Unobligated Balances
16	Trust Fund Accounts with Major Unobligated Balances
17	Committee Request and GAO Approach
18	Unexpended Balances by Account

ABBREVIATIONS

Agency/Office

AEC	Atomic Energy Commission
CSC	Civil Service Commission
DOD	Department of Defense
DOT	Department of Transportation
EPA	Environmental Protection Agency
ERDA	Energy Research and Development Administration
FDIC	Federal Deposit Insurance Corporation
GAO	General Accounting Office
GSA	General Services Administration
HEW	Department of Health, Education, and Welfare
HUD	Department of Housing and Urban Development
NASA	National Aeronautics and Space Administration
OMB	Office of Management and Budget
PAD	Program Analysis Division
VA	Veterans Administration

Other

FMS	Foreign Military Sales
FY	Fiscal Year
TAO	Total Available for Obligation
TQ	Transition Quarter

TAB 1
SUMMARY

AN OVERVIEW OF UNOBLIGATED
BALANCES IN CIVIL AGENCIES
SUMMARY

The following overview of unexpended balances in civil agencies has been prepared in partial response to Chairman Butler Derrick's October 13, 1977, request on behalf of the Budget Process Task Force (see Tab 17). We have placed primary emphasis on end-of-year unobligated balances in civil agencies. Some work has been done to put DOD balances in perspective and a number of presentations have been prepared utilizing Government-wide data. Limited information on obligated balances is included.

The following table shows total Government-wide unobligated and obligated balances (actuals and updated actuals) in millions of dollars for fiscal years 1972 to 1977. 1/ Estimates are displayed for fiscal years 1978 and 1979.

<u>Fiscal year</u>	<u>Unobligated</u>		<u>Obligated</u>	
	<u>Actual</u>	<u>Updated actual</u>	<u>Actual</u>	<u>Updated actual</u>
1972	177,185	177,237	92,354	92,520
1973	186,961	206,877	106,728	181,797
1974	234,279	235,637	198,412	188,312
1975	288,270	285,662	218,629	227,431
1976	292,909	268,712	251,334	272,836
Transition Quarter <u>2/</u>	264,465		273,586	
1977 <u>3/</u>	255,191		335,358	
1978 (estimate) <u>4/</u>	(220,424)		(393,570)	
1979 (estimate) <u>4/</u>	(224,301)		(455,154)	

1/The actual unobligated balance, beginning of year represents an update of the previous year's actual unobligated balance, end of year.

2/There was no updated actual for the Transition Quarter.

3/The updated actual for fiscal year 1977 will appear in the fiscal year 1980 budget.

4/The actual balance is not yet available.

Obligated balances have increased in all periods for which actual data is available and estimates predict continuing increases. Actual unobligated balances increased each fiscal year from 1972 to 1976, but decreased during the transition quarter and fiscal year 1977. A decrease in unobligated balances for fiscal year 1978 and an increase for fiscal year 1979 have been predicted by estimates, but estimates in the past have generally understated unobligated balances. (Throughout this document, references are made to estimates of unobligated balances; however, agencies estimate budget authority and obligations from which estimated unobligated balances are derived.)

ACCURACY OF ESTIMATES

An analysis of latest actual versus estimated unobligated balances in civil agencies (see Tab 3) showed that between fiscal years 1972 and 1977, civil agencies tended to underestimate unobligated balances. The difference between first estimates and actuals increased from only 1 percent in fiscal year 1972 to a high of 28 percent in fiscal year 1975. In fiscal years 1976 and 1977, the percent difference decreased. Fiscal year 1977 actuals obtained from the 1979 budget indicate first estimates are below the actuals by 9 percent. (First estimates are proposals by the President. Congressional changes can have a substantial effect on the difference between estimates and actual unobligated balances.)

DIFFERENCE OF ACTUAL FROM ESTIMATED UNOBLIGATED BALANCES IN CIVIL AGENCIES FISCAL YEARS 1972-1977 (in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	166,908	161,718	165,366	1	- 2
1973	169,826	174,564	194,186	- 13	-10
1974	176,715	183,620	220,514	- 20	-17
1975	192,595	247,905	268,932	- 28	- 8
1976	210,140	235,343	247,681	- 15	- 5
1977	214,071	209,522	235,191	- 9	-11
Average difference				14	9

On the average, from fiscal year 1972 through 1977, first estimates differed from actual balances by 14 percent. The

following agencies had the highest 6-year average percent difference between the budget year estimates and actuals for fiscal years 1972 to 1977:

- General Services Administration,
- Department of Treasury,
- Funds Appropriated to the President for International Security Assistance,
- Energy Research and Development Administration,
- National Aeronautics and Space Administration.

The lowest 6-year average percent differences between budget year estimates and actuals were in:

- Department of Health, Education, and Welfare,
- Federal Home Loan Bank Board,
- Veterans Administration, and
- Civil Service Commission.

The accuracy of estimates in the 15 Federal fund accounts (see Tab 15) and 5 trust fund accounts (see Tab 16) with the largest unobligated balances at the end of fiscal year 1977 was also considered. The unobligated balances in these 20 accounts made up 77 percent of the total civil unobligated balances available at the end of fiscal year 1977.

During the 6-year period from fiscal year 1972-1977, the average difference between first estimates and actual unobligated balances in eleven Federal fund accounts was 36 percent. Data on estimates for the remaining accounts was insufficient to be included in the average.

The least accurate Federal fund account estimates analyzed were:

- Commodity Credit Corporation's Price Support and Related Programs account (12-4336-0-3-351) with a 113 percent average difference between the first estimate and actual unobligated balance (includes a disproportionately large fiscal year 1972

misestimate of 529 percent),

- The Department of Labor's Employment and Training Assistance account (16-0174-0-1-504) with a 100 percent average difference,
- Housing and Urban Development's Special Assistance Functions Fund account (86-4205-0-3-371) with a 68 percent average difference,
- Federal Home Loan Bank Board Revolving Fund account (82-4035-0-3-371) with a 58 percent average difference.

First estimates for the 5 trust fund accounts analyzed tended to be more accurate than those for the Federal fund accounts. The average difference between first estimates and actual balances was 7 percent. The least accurate first estimates, on the average, were in the Federal Hospital Insurance Trust Fund (an average difference of 18 percent).

RELATION OF DOD AND CIVIL BALANCES

Department of Defense (DOD) balances (see Tab 12) accounted for about 12 percent of total unobligated balances in fiscal year 1976, and were estimated to account for about 9 percent in fiscal year 1978. However, these percentages do not fully reflect the relationship between DOD and civil balances because of the differences in the types of balances involved.

DOD unobligated balances are primarily Federal funds for procurement programs; civil unobligated balances are related to a number of different purposes. They range from balances held as standby or backup authority for guarantee and insurance programs for which obligation is unpredictable, to balances in construction programs which are expected to be obligated and liquidated within reasonably predictable time periods. Civil agencies also maintain large balances in trust funds such as the Civil Service Retirement and Disability Fund and the Federal Old Age and Survivors Insurance Fund.

Unobligated balances of budget authority in the DOD were examined in detail in a GAO report entitled Analysis of Department of Defense Unobligated Budget Authority (PAD 78-34), dated January 13, 1978. That report indicated

that if balances in trust funds and guarantee and insurance programs were excluded, estimated DOD balances for fiscal year 1978 would be about 40 percent of the total unobligated balances.

The following table shows unobligated balances for fiscal years 1976 and 1978 allocated between DOD and civil agencies. In this table, minor amounts in catch-all categories have all been attributed to the civil portion. Therefore, totals will not relate directly to other totals for civil unobligated balances in this document. Foreign military sales have been included in the DOD portion, although in the Fudget they are located under Funds Appropriated to the President, and elsewhere in this document (with the exception of Tab 12) they have been included in civil balances. The table shows Federal funds categorized by intended use with trust funds as a separate category.

UNOBLIGATED BALANCES
(in millions of dollars)

	<u>FY 1976 actual</u>	<u>Percent of total</u>	<u>FY 1978 estimate</u>	<u>Percent of total</u>
Guarantee and Insurance Programs - Civil	34,266	12	35,033	16
Guarantee and Insurance Programs - DOD	--	--	--	--
Loan Programs - Civil	18,979	6	1,874	1
Loan Programs - DOD	820	*	9	*
Procurement Programs - Civil	661	*	-17	*
Procurement Programs - DOD	16,945	6	14,767	7
Construction and Land Programs - Civil	57,540	19	15,581	7
Construction and Land Programs - DOD	3,659	1	1,425	1
Research and Development - Civil	1,168	*	4	*
Research and Development - DOD	679	*	445	*
Other Balances - Civil	19,584	7	9,743	4
Other Balances - DOD	2,512	1	2,782	1
Balances less than \$20 million - (Arbitrarily assigned to Civil)	1,790	1	489	*
Trust Fund - Civil	127,131	43	137,759	63
Trust Fund - DOD	<u>10,174</u>	<u>3</u>	<u>--</u>	<u>--</u>
Total	<u>295,908</u>	<u>100</u>	<u>219,894</u>	<u>100</u>

Memorandum:

Total civil unobligated	261,119	88	200,466	91
Total DOD unobligated	<u>31,789</u>	<u>12</u>	<u>19,428</u>	<u>9</u>
Total	<u>295,908</u>	<u>100</u>	<u>219,894</u>	<u>100</u>

* Less than 1/2 of 1 percent.

1/ These figures were taken from OMB's Balances of Budget Authority booklet published annually. Figures taken from the Budget are \$3 billion lower than these totals because of an omission from the Budget of unobligated balances of the Federal Deposit Insurance Corporation.

2/ Funds Appropriated to the President which relate to foreign military sales are categorized as DOD in this schedule. Elsewhere in this document, they are counted in totals for civil unobligated balances.

Data for the analysis of obligated balances by intended use categories is not readily available; therefore, it is more difficult to put the DOD portion of obligated balances in perspective. The following table shows the portion of obligated balances attributable to DOD and civil agencies in fiscal years 1976 and 1978. Other trust funds totaling less than \$185 million were all attributed to civil agencies in arriving at these figures. All accounts in Funds Appropriated to the President for International Security Assistance have been included under DOD and contain military assistance and foreign military sales programs.

OBLIGATED BALANCES
(in millions of dollars)

	<u>1976 Actual</u>	<u>Percent of total</u>	<u>1978 Estimate</u>	<u>Percent of total</u>
<u>Federal Funds</u>				
Civil Agencies	185,479	74	261,843	74
Department of Defense	30,711	12	56,822	16
<u>Trust Funds</u>				
Civil Agencies	22,163	9	27,630	8
Department of Defense	<u>12,980</u>	<u>5</u>	<u>5,744</u>	<u>2</u>
Total	251,333	100	352,039	100

The DOD portion of obligated balances was 17 percent in fiscal year 1976 and was estimated to increase to 18 percent in fiscal year 1978.

UNOBLIGATED BALANCES
ANALYZED

Five sections of this document display unobligated balances in the following categories:

- Intended use (see Tab 4),
- Type of authority (see Tab 5),
- Type of fund (see Tab 6),

--Budget function (see Tab 7),

--Agency (see Tab 8).

Intended Use

Each year OMB publishes a booklet entitled Balances of Budget Authority which displays unobligated balances as Federal and trust funds. It also displays Federal funds in the following categories indicating reasons for balances and their intended use: Guarantee and Insurance, Loan, Procurement, Construction and Land, and Research and Development. At the end of fiscal year 1977, the Guarantee and Insurance category contained the largest unobligated balance, although in fiscal years 1975 and 1976 the largest balances were in the Construction and Land category. Guarantee and Insurance programs and Construction and Land programs have consistently made up the largest percentages of unobligated Federal fund balances.

From fiscal years 1972 to 1974, trust funds exceeded Federal funds in unobligated balances; during fiscal years 1975 and 1976 Federal funds dominated. In fiscal year 1977, unobligated balances were split about evenly between Federal and trust funds. This decline in the percentage of unobligated balances in trust funds occurred despite the fact that actual dollars in trust fund unobligated balances increased during this 6-year period by \$21 billion.

Type of Authority

Fiscal year 1977 unobligated balances were made up of:

--38 percent appropriations,

--33 percent fund balances,

--19 percent authority to spend debt receipts,

--10 percent contract authority.

Type of Fund

Almost half (47 percent) of fiscal year 1977 actual government-wide unobligated balances were in trust (non-revolving) funds. The remainder was in:

--general funds (27 percent),

- public enterprise funds (22 percent),
- trust revolving funds (3 percent),
- intragovernmental revolving or management funds
(1 percent),
- special funds (less than 1/2 of 1 percent).

Budget Function

Government wide unobligated balances by budget function
for fiscal years 1976 and 1977 are shown on the following page.

<u>FUNCTION</u>	<u>FY 1976 BALANCE</u>	<u>PERCENT OF TOTAL 4/</u>	<u>FY 1977 BALANCE</u>	<u>PERCENT OF TOTAL 4/</u>
050 National Defense 1/	34,502	12	20,040	8
150 International Affairs	12,328	4	12,722	5
250 General Science, Space, and Technology	27	**	22	**
270 Energy 2/	--	--	1,923	1
300 Natural Resources and Environment	19,883	7	2,966	1
350 Agriculture	11,309	4	6,053	2
370 Commerce and Housing Credit 3/	--	--	40,679	16
400 Transportation	53,837	18	18,145	7
450 Community and Regional Development	4,252	1	2,449	1
500 Education, Training, Employment and Social Services	4,046	1	6,185	2
550 Health	12,784	4	13,674	5
600 Income Security	117,294	40	98,495	39
700 Veterans Benefits and Services	10,442	4	11,611	5
750 Administration of Justice	277	**	320	**
800 General Government	604	**	696	**
850 General Purpose Fiscal Assistance	2,395	1	2,678	1
900 Interest	1	**	*	**
999 Multiple Functions	8,928	3	16,533	6
Total	292,909	100	255,191	100

* Less than \$500 million

** Less than 1/2 of one percent

1/ In the FY 1979 budget, the Military Assistance subfunction, including the Advances, Foreign Military Sales account, was reclassified from the National Defense function to the International Affairs function. Unobligated balances of \$9,140 million in the FMS account were withdrawn since they were not necessary to cover new obligations by the fund.

2/ In the FY 1979 budget, Energy was established as a function separate from National Resources and Environment.

3/ In the FY 1979 budget, Commerce and Housing Credit was established as a function separate from Transportation.

4/ Does not total 100% due to rounding.

Agency

Based on fiscal year 1977 actual data, there were three civil agencies with unobligated balances in excess of \$30 billion each: the Department of Health, Education, and Welfare; the Department of Housing and Urban Development; and the Civil Service Commission. Detailed information on unobligated balances by agency is available in Tab 8. Detailed information on obligated balances by agency is available in Tab 11.

RELATION OF BUDGET AUTHORITY TO UNOBLIGATED BALANCES

A statistical analysis of unobligated balances in relation to budget authority was performed by agency and for selected accounts (see Tab 9). The analysis by agency for fiscal years 1964 through 1976 shows that, on the average for a given year, agencies left unobligated 42 cents of each additional dollar they received. For individual agencies, the amount of increases in budget authority left unobligated ranged from 2 to 87 cents. Funds Appropriated to the President, Transportation, Environmental Protection Agency, and Agriculture ranked far above other agencies, leaving unobligated 87, 76, 72, and 71 cents, respectively, of each additional dollar of budget authority received.

For all agencies combined, the proportion of total available funds unobligated during the fiscal year was relatively constant over time. Notable exceptions were the Department of State which increased the percentage of funds unobligated from 8 to 24 percent; Funds Appropriated to the President which increased from 61 to 76 percent; Transportation which increased from 32 to 66 percent, and Agriculture which increased from 7 to 51 percent.

An analysis was also made of the relation of unobligated balances to the total available for obligation (TAO) in the 15 civil Federal fund and 5 trust fund accounts with the largest unobligated balances at the end of fiscal year 1977. In fiscal year 1972, an average of 65 percent of the total available for obligation in 11 Federal fund accounts was derived from unobligated balances. By fiscal year 1977, this increased to 77 percent. Data available for the other

four Federal fund accounts was insufficient for this analysis. The average percent of total available for obligation (TAO) derived from unobligated balances for the 5 trust fund accounts was 70 percent in fiscal year 1972, but decreased to 67 percent in fiscal year 1977.

STATISTICAL ANALYSIS OF LAG

A statistical analysis of the lag between budget authority and net obligations and between budget authority and outlays was performed (See Tab 14). The lag between budget authority and net obligations was consistently much shorter than the lag between budget authority and outlays, with most agencies obligating over 80 percent of their authority within the year. There was some evidence of an increasing trend in the obligation lag. For all agencies combined, the estimated share of budget authority obligated within the first year declined from 80 percent to 65 percent.

The lag between budget authority and outlays varied widely among agencies. The Department of the Interior had virtually no lag and spent approximately 96 percent of its budget authority within the first year. In contrast, the Energy Research and Development Administration spent an estimated 41 percent of its budget authority in the first year. The lag in outlays for all agencies combined did not exhibit a consistently increasing or decreasing trend.

UNEXPENDED BALANCES OFF-BUDGET

There were eight off-budget accounts in the fiscal year 1979 Budget Appendix (see Tab 13). Unexpended balances in these accounts at the end of fiscal year 1977 totaled \$33 billion unobligated and \$6 billion obligated. The largest off-budget accounts in terms of fiscal year 1977 unobligated balances were:

- Department of Treasury's Federal Financing Bank
(GAO has recommended return of the Federal Financing Bank to the budget, see Tab 13, page 1),
- U.S. Postal Service's Postal Service Fund,
- Department of Treasury's Exchange Stabilization Fund,
- Department of Labor's Pension Benefit Guarantee Corporation.

LAPSING AUTHORITY

Lapsing balances are appropriations that are no longer available for obligation. Total Government-wide unobligated balances lapsing for fiscal year 1977 were \$13 billion. The majority of this lapsing amount was in Funds Appropriated to the President and the Department of Housing and Urban Development. Tab 10 contains details on these balances.

TAB 2
INTRODUCTION

UNEXPENDED BALANCES IN CIVIL AGENCIES

The following overview of unexpended balances in civil agencies has been prepared in partial response to Chairman Butler Derrick's October 13, 1977, request on behalf of the Budget Process Task Force (Serial 17). Our response to this request was prepared in two phases: phase I, an overview of balances in civil agencies; and phase II, analysis of unobligated balances in selected construction and land programs chosen by the Budget Process Task Force. This document is the product of our phase I work.

In phase II, we prepared detailed analyses of the following specific accounts selected for review:

- Veterans Administration (VA), Construction, Major Projects, 36-0110-0-1-703;
- Environmental Protection Agency (EPA), Construction Grants, 68-0103-0-1-304;
- Department of Transportation (DOT), Urban Mass Transportation Fund, 69-4119-0-3-404.

We also identified the reasons for the major decrease in unobligated balances in the Department of Housing and Urban Development (HUD) account, Annual Contributions for Assisted Housing, 86-0164-0-1-604.

We have placed primary emphasis on unobligated balances in civil agencies. Some work has been done to put DOD balances in perspective and a number of presentations have been prepared utilizing Government-wide data. Limited information on obligated balances is provided.

The data presented in this document has been assembled within a very short timeframe and has not been fully analyzed. The dollar amounts were obtained from the budget documents, the budget tapes furnished by OMB each year and the OMB annual publication entitled Balances of Budget Authority. Therefore, financial data for fiscal years 1978 and 1979 are estimates. Other information in the report came from such sources as previous reports on unexpended balances and general studies on the budget process.

Unless specifically noted, civil balances consist of Government-wide data minus Department of Defense-Military. Funds appropriated to

the President which relate to Foreign Military Sales have not been deleted in arriving at civil balances unless specifically noted.

Balances of budget authority may be classified as unexpended, obligated, and unobligated. These categories are defined below. 1/

Unexpended Balance - The amount of budget authority unspent and still available for conversion into outlays in the future; the sum of the obligated and unobligated balances.

Obligated Balance - The amount of obligations already incurred for which payment has not yet been made. This balance can be carried forward indefinitely until the obligations are paid.

Unobligated Balance - The portion of budget authority that has not yet been obligated. In 1-year accounts the unobligated balance expires (ceases to be available for obligation) at the end of the fiscal year. In multiple-year accounts the unobligated balance may be carried forward and remain available for obligation for the period specified. In no-year accounts, the unobligated balance is carried forward indefinitely until specifically rescinded by law or until the purposes for which it was provided have been accomplished.

There are a number of references in this document to Federal funds and trust funds. Federal funds are collected and used by the Federal Government for the general purposes of the Government. Trust funds are collected and used by the Federal Government for carrying out specific programs according to terms of a trust agreement or statute. Trust funds are administered by the Government in a fiduciary capacity and are not available for the general purposes of the Government.

1/

These and other definitions of budgetary terms have been taken from Terms Used in the Budgetary Process by the Comptroller General of the United States (PAD-77-9, July 1977).

TAB 3
ACTUAL VERSUS
ESTIMATE

ACCURACY OF ESTIMATED UNOBLIGATED
BALANCES IN CIVIL AGENCIES ^{1/}

First or budget year estimates of unobligated balances for a fiscal year are available in the Budget of the United States Government for that year and are the figures on which congressional budget decisions are made. Second estimates are printed in the Budget one year after the respective budget year and actuals are available in the Budget two years later.

For example, first estimates for fiscal year 1972 are in the Budget for fiscal year 1972; second estimates for fiscal year 1972 are in the fiscal year 1973 Budget; and actual balances for fiscal year 1972 first appear in the fiscal year 1974 Budget. Since start of fiscal year 1973 balances equate to end of fiscal year 1972 balances, this column in the fiscal year 1975 Budget is an updated actual figure for fiscal year 1972. This is illustrated by the following extract from the Budget for fiscal year 1975:

Updated Actual FY72 Actual FY73 2nd Estimate FY74 1st Estimate FY75

THE BUDGET FOR FISCAL YEAR 1975

Table 8. BALANCES OF BUDGET AUTHORITY (in millions of dollars)

Department or other unit	Start 1973		End 1973		End 1974		End 1975	
	Obligated	Unobligated	Obligated	Unobligated	Obligated	Unobligated	Obligated	Unobligated
Legislative branch.....	57	152	69	191	9 ^a	5	83	153
The Judiciary.....	16	8	18	9	1		20	10
Executive Office of the President.....	6	2	42	3	3		19	
Funds appropriated to the President:								
International security assistance.....	5,890	916	7,599	1,318	9,950	1,426	10,338	1,581
International development assistance.....	3,788	9,159	4,524	8,872	6,530	9,810	6,482	9,863
Other.....	1,818	27	1,964	80	2,237	-68	1,342	184
Agriculture.....	6,955	1,643	5,199	3,205	3,467	7,094	3,849	11,458
Commerce.....	1,333	283	1,679	357	1,779	258	1,772	281

^{1/} Throughout this document, references are made to estimates of unobligated balances. It should be noted that agencies do not actually estimate unobligated balances. Estimates of budget authority and obligations are made. Unobligated balances are derived from these estimates.

Data on all civil estimated and actual unobligated balances was obtained from the Budget for fiscal years 1972-1979 and is summarized below.

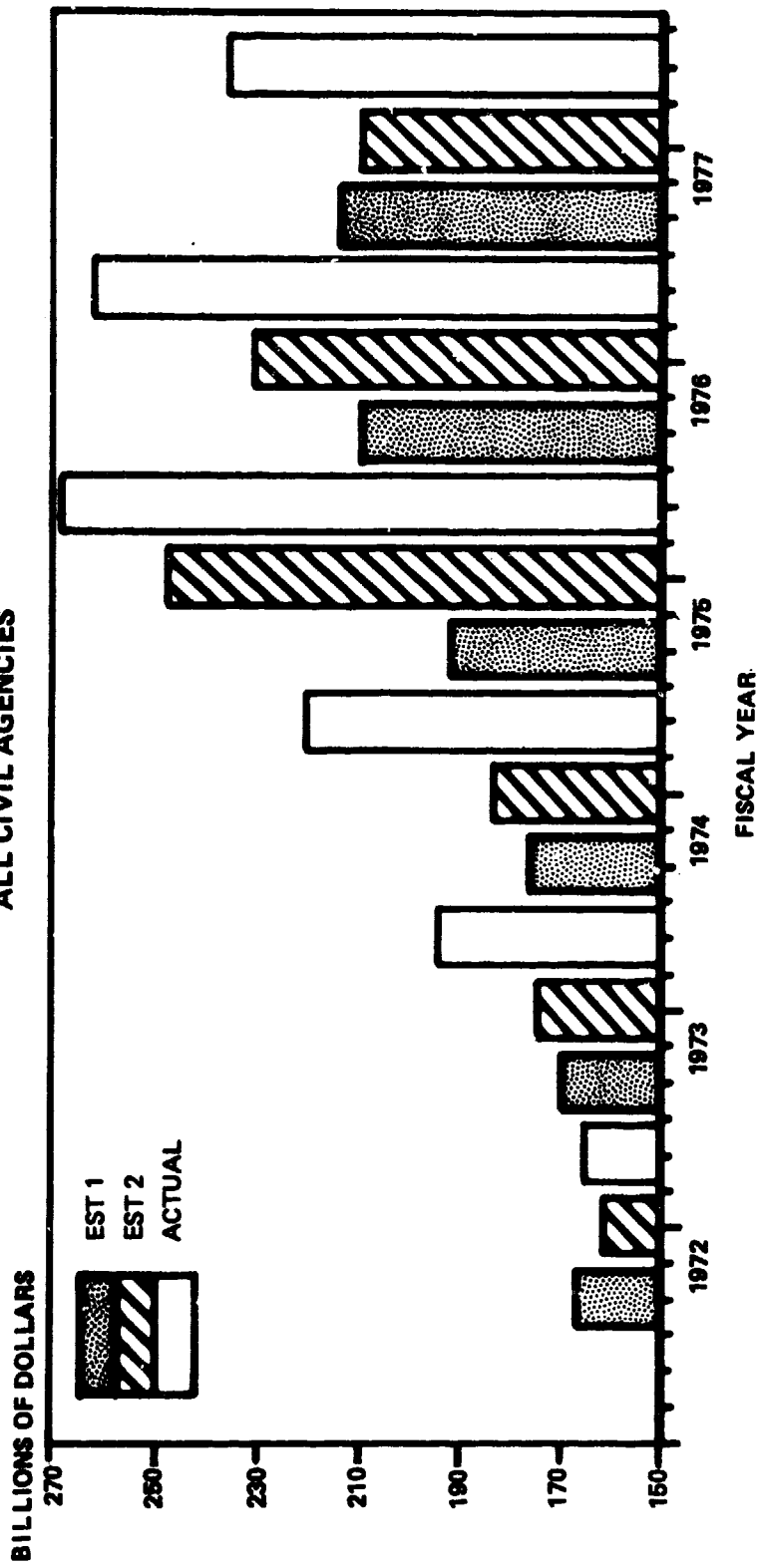
DIFFERENCE OF ACTUAL FROM ESTIMATED
UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	166,908	161,718	165,366	1	- 2
1973	169,826	174,564	194,186	-13	-10
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1975	192,595	247,905	268,932	-28	- 8
1976	210,140	235,344	247,681	-15	- 5
1977	214,071	206,122	235,191	- 9	-11
Average:				14	9

Estimated civil unobligated balances between fiscal years 1972 and 1977 were less than actual balances with the exception of the first estimate for fiscal year 1972. Second estimates were generally more accurate than first estimates. On the average, first estimates differed from actual balances by 14 percent. Second estimates differed by only 9 percent. First estimates are proposals by the President. Congressional changes can have a substantial effect on the differences between estimated and actual unobligated balances.

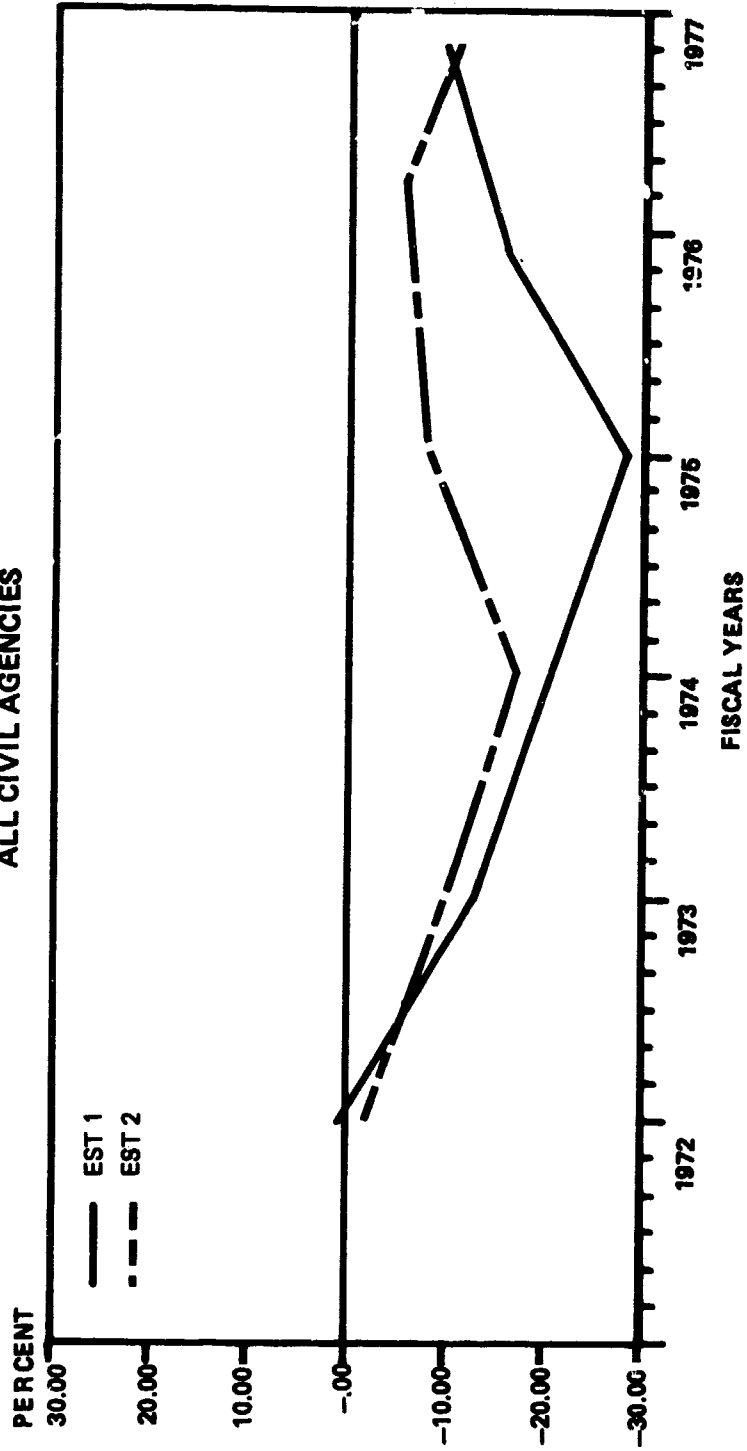
The following bar chart and line graph illustrate the relationship between actual civil unobligated balances and estimates for fiscal years 1972 to 1977.

UNOBLIGATED BALANCES: ESTIMATES AND ACTUAL
FISCAL YEARS 1972-1977
ALL CIVIL AGENCIES



SOURCE: BUDGET OF THE UNITED STATES GOVERNMENT, FISCAL YEARS 1972-1979
ACT-ACTUAL BALANCES EST 1-FIRST ESTIMATE EST 2-SECOND ESTIMATE

PERCENT DIFFERENCE OF ACTUAL FROM ESTIMATED UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
ALL CIVIL AGENCIES



EST 1=PERCENT DIFFERENCE OF FIRST ESTIMATE FROM ACTUAL BALANCE
EST 2=PERCENT DIFFERENCE OF SECOND ESTIMATE FROM ACTUAL BALANCE

SOURCE: BUDGET OF THE UNITED STATES GOVERNMENT, FISCAL YEARS 1972-1979

Statistics on estimated and actual balances in civil agencies were obtained from the budgets for fiscal years 1972-1979. For each of the fiscal years, the estimates and actuals for each agency were compared to determine: (1) the dollar difference between each estimate and the latest actual balance; and (2) the percent difference between the estimates and actual balances.

The agencies were then ranked to determine:

--agencies with the greatest dollar differences between estimates and actuals,

--agencies with the greatest percent differences between estimates and actuals.

During at least four of the fiscal years 1972 through 1977 the agencies which consistently maintained the largest dollar differences between estimates and actual balances were Housing and Urban Development; Environmental Protection Agency; Transportation; Funds Appropriated to the President; Health, Education, and Welfare; and Labor (See page 6).

On the average, agencies which maintained the largest percent differences between first estimates and actuals during the fiscal years 1972 through 1977 included General Services Administration; Treasury; Funds Appropriated to the President for International Security Assistance ; Energy Research and Development Administration; National Aeronautics and Space Administration; Defense-Civil; Environmental Protection Agency; Justice; and Housing and Urban Development. (See page 7).

AGENCIES WITH CONSISTENTLY THE LARGEST DOLLAR DIFFERENCES ^{1/}
BETWEEN ESTIMATES AND ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977

	<u>Six-year average differences</u> <u>(in millions of dollars)</u>	
<u>Agency</u>	<u>First estimate</u>	<u>Second estimate</u>
Housing and Urban Development	19,858	12,481
Environmental Protection Agency	5,102	1,657
Transportation	4,594	3,439
Funds Appropriated to the President	4,156	1,973
Health, Education, and Welfare ^{2/}	3,574	1,212
Labor	2,983	1,363

^{1/} in 4 of 6 years analyzed

^{2/} The percent differences between HEW's first and second estimates and actual unobligated balances (8 and 2 percent, respectively) were among the four lowest of all civil agencies.

PERCENT DIFFERENCES BETWEEN ESTIMATED AND ACTUAL
UNOBLIGATED BALANCES, BY AGENCY
FISCAL YEARS 1972-1977

	<u>Six-year average percent differences</u>	
<u>Agency</u>	<u>First estimate</u>	<u>Second estimate</u>
General Services Administration	216	175
Treasury	161	86
Funds Appropriated to the President for International Security Assistance	102	80
Energy Research and Development Administration	95	85
National Aeronautics and Space Administration	93	82
Defense-Civil	90	36
Environmental Protection Agency	87	33
Justice	76	60
Housing and Urban Development	50	34
Transportation	32	31
Labor	28	12
Health, Education, and Welfare	8	2
Federal Home Loan Bank Board	7	4
Veterans Administration	5	3
Civil Service Commission	2	1

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
GENERAL SERVICES ADMINISTRATION

Between fiscal years 1972 and 1977, the General Services Administration (GSA) maintained relatively small unobligated balances compared to other civil agencies. However, differences expressed as a percentage of actual balances were consistently higher, on the average, than any other agency. The average difference between first estimates and actuals was 216 percent. Second estimates differed by 176 percent.

The large percentage differences were caused primarily by a sharp decline in actual unobligated balances in fiscal years 1974 and 1975. In these two years, estimates far exceeded actuals, whereas GSA underestimated actuals in fiscal years 1972, 1973, 1976 and 1977. The sharp decline in unobligated balances in fiscal years 1974 and 1975 also explains the large fluctuations in the accuracy of estimates during the 6-year timeframe. If fiscal years 1974 and 1975 are excluded, average differences between first and second estimates and actuals were only 61 and 54 percent, respectively.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	171	147	256	- 33	- 43
1973	94	331	380	- 75	- 13
1974	123	101	13	846	677
1975	155	132	51	204	159
1976	125	27	202	- 38	- 87
1977	10	99	377	- 97	- 74
Average:				216 <u>1/</u>	176 <u>2/</u>

1/ Includes disproportionately large differences of 846 percent and 204 percent in fiscal years 1974 and 1975, respectively.

2/ Includes disproportionately large differences of 677 percent and 159 percent in fiscal years 1974 and 1975, respectively.

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
TREASURY DEPARTMENT

The Department of Treasury maintained relatively small unobligated balances during fiscal years 1972 to 1975. In fiscal year 1976, however, the balance increased by over 1,000 percent, and it remained approximately the same size in fiscal year 1977. Differences between estimates and actuals, expressed as percentages, were relatively high throughout the timeframe. On the average, first estimates differed from actuals by 161 percent; second estimates differed from actuals by 86 percent. However, if the disproportionately large differences of 696 percent and 355 percent in fiscal years 1973 and 1972, respectively, are excluded, the average differences drop to 54 percent for first estimates and 32 percent for second estimates.

Treasury tended to underestimate unobligated balances. On the average, second estimates were more accurate than first estimates, but the accuracy of both first and second estimates fluctuated widely.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	48	296	65	- 26	355
1973	589	64	74	696	- 14
1974	44	42	91	- 52	- 54
1975	41	65	256	- 84	- 75
1976	57	2,530	2,826	- 98	- 10
1977	2,476	2,510	2,694	- 8	- 7
Average: 161					86

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
FUNDS APPROPRIATED TO THE PRESIDENT

During fiscal years 1972 to 1977, there were consistently large unobligated balances in Funds Appropriated to the President. In this agency, there were also consistently large dollar differences between estimates and actual unobligated balances; however, the percentage differences tended to be low compared to other civil agencies. First estimates differed from actuals by an average of 28 percent, and second estimates differed by an average of 13 percent. Some estimates exceeded actuals, and other estimates were lower than actuals.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	10,258	11,310	10,102	2	12
1973	12,652	9,753	10,270	23	-5
1974	10,137	11,168	16,464	-38	-32
1975	11,628	16,707	17,855	-35	-6
1976	17,120	18,126	21,102	-19	-14
1977	17,103	10,583	11,260	52	6
			Average:	28	13

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
FUNDS APPROPRIATED TO THE PRESIDENT
(INTERNATIONAL SECURITY ASSISTANCE)

The group of accounts entitled International Security Assistance experienced both large dollar differences and large percentage differences between estimates and actuals in all but one of the fiscal years 1972-1977. On the average, first estimates differed from actuals by 102 percent; second estimates differed by 80 percent.

During the 6 year period, differences between first estimates and actuals for this group of accounts fluctuated from a high of 5,099 percent in fiscal year 1977 to a low of 33 percent in fiscal year 1976.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	2,032	3,225	916	122	252
1973	3,825	901	1,318	190	-32
1974	798	1,426	5,557	-86	-74
1975	1,581	6,371	7,021	-77	-9
1976	6,717	7,509	10,073	-33	-25
1977	6,239	12	120	<u>5,099</u>	<u>-90</u>
Average:				102 <u>1/</u>	80

1/Does not include the disproportionately large difference in fiscal year 1977.

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
ENERGY RESEARCH AND DEVELOPMENT ADMINISTRATION

Between fiscal years 1972 and 1977, the Energy Research and Development Administration (ERDA) had relatively small unobligated balances. These small balances made the differences between estimates and actuals appear low compared to other civil agencies. However, when expressed as percentages, the differences between ERDA's estimated and actual balances were consistently higher than most civil agencies (among the top nine agencies). Over the 6-year timeframe, first estimates differed from actuals, on the average, by 95 percent; second estimates differed by 85 percent.

ERDA consistently underestimated actual balances; however, second estimates tended to be somewhat more accurate than first estimates. The accuracy of first estimates remained relatively constant over the 6-year timeframe, whereas second estimates tended to fluctuate widely. For example, differences between second estimates and actuals rose from 57 percent in fiscal year 1973 to 100 percent in fiscal year 1974. The difference in fiscal year 1976 dropped to 74 percent and fiscal year 1977 showed an increase to 94 percent.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	0	19	250	-100	- 92
1973	0	216	501	-100	- 57
1974	0	0	354	-100	-100
1975	0	36	412	-100	- 91
1976	36	500	1,910	- 98	- 74
1977	500	99	1,712	- 71	- 94
Average:				95	85

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
NATIONAL AERONAUTICS AND SPACE ADMINISTRATION

During the fiscal years 1972 to 1977, the National Aeronautics and Space Administration (NASA) maintained relatively small unobligated balances. However, differences expressed as a percent of actual balances were consistently higher than most agencies over the 6-year timeframe. On the average, first estimates differed from actuals by 93 percent; second estimates differed by 82 percent.

NASA consistently underestimated actual balances. Second estimates were more accurate than first estimates. Both first and second estimates became slightly more accurate over time. The differences between first estimates and actuals decreased from 100 to 86 percent; second estimate differences fluctuated between 89 and 71 percent.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	1	27	253	-100	- 89
1973	13	127	523	- 98	- 76
1974	34	75	485	- 92	- 85
1975	45	138	468	- 90	- 71
1976	46	51	407	- 89	- 87
1977	52	66	385	- 86	- 83
			Average:	93	82

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
DEFENSE - CIVIL

During the fiscal years 1972 to 1977, Defense - Civil maintained relatively small unobligated balances compared to other civil agencies, which made differences between estimates and actuals appear small. However, differences expressed as percentages were consistently higher than most civil agencies over the 6-year timeframe. On the average, first estimates differed from actuals by 90 percent and second estimates differed by 36 percent.

Defense - Civil consistently underestimated actual unobligated balances. Percent differences between first estimates and actuals were relatively constant over time. Differences between second estimates and actuals dropped from 39 percent in fiscal year 1972 to 6 percent in fiscal year 1975, but increased sharply to 46 percent in fiscal year 1977.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	17	141	230	-93	-39
1973	19	298	398	-95	-25
1974	12	135	220	-95	-39
1975	12	167	177	-93	- 6
1976	45	95	243	-81	-61
1977	48	160	299	-84	-46
Average:				90	36

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
ENVIRONMENTAL PROTECTION AGENCY

Although the Environmental Protection Agency (EPA) had relatively small unobligated balances during the fiscal years 1972 to 1977, this agency was one of four which consistently maintained large dollar differences and percent differences between estimates and actuals when compared to other civil agencies. On the average, first estimates differed from actuals by 87 percent; second estimates differed by 33 percent. Excluding the second estimate for fiscal year 1976, EPA consistently underestimated unobligated balances.

The accuracy of first estimates remained relatively constant over time. However, the percent difference of second estimates from actuals declined from 88 percent in fiscal year 1972 to 4 percent in fiscal year 1976, and then increased to 22 percent in fiscal year 1977.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	365	182	1,534	-76	-88
1973	131	4,548	5,467	-98	-17
1974	1,143	5,500	8,136	-86	-32
1975	995	7,341	11,719	-92	-37
1976	2,119	7,140	6,857	-69	4
1977	20	1,301	1,673	-99	-22
Average:				87	33

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
JUSTICE DEPARTMENT

Between fiscal years 1972 and 1977, Justice consistently maintained small unobligated balances. However, when expressed as a percent of actuals, the differences were relatively higher than those in most civil agencies. Over the 6-year timeframe, first estimates differed from actuals, on the average, by 76 percent; second estimates were slightly more accurate and differed by only 60 percent.

Justice consistently underestimated unobligated balances although, over the 6-year timeframe, both first and second estimates became slightly more accurate. Differences between both first and second estimates and actuals fluctuated widely during the 6-year period. For example, the difference between the first estimate and actual in fiscal year 1972 was 88 percent; the difference in fiscal year 1975 was 55 percent; and the difference in fiscal year 1977 was 80 percent.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	25	40	205	-88	-80
1973	17	58	104	-84	-44
1974	26	65	155	-83	-58
1975	78	74	173	-55	-57
1976	53	57	144	-63	-60
1977	54	111	276	-80	-60
Average:				76	60

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

The Department of Housing and Urban Development (HUD) was one of three agencies which maintained both large unobligated balances and large differences between estimated and actual balances during fiscal years 1972 to 1977. In addition, the percent differences between HUD's estimated and actual balances consistently averaged higher than most civil agencies. On the average, first estimates differed from actuals by 50 percent. Second estimates, although more accurate, differed by 34 percent.

HUD consistently underestimated unobligated balances over the timeframe. Also, the accuracy of HUD's first and second estimates declined. The difference between first estimates and actual balances fluctuated between 12 and 75 percent, while second estimate differences fluctuated between 5 and 67 percent.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	11,598	12,519	13,214	-12	- 5
1973	12,069	12,143	32,449	-63	-63
1974	13,701	12,307	36,791	-63	-67
1975	15,123	45,092	59,778	-75	-25
1976	18,777	31,704	33,725	-44	- 6
1977	18,967	20,735	33,426	-43	-38
Average:				50	34

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
DEPARTMENT OF TRANSPORTATION

The Department of Transportation (DOT) was one of nine civil agencies which consistently had large dollar differences between estimated and actual unobligated balances during the fiscal years 1972 to 1977. In contrast, except for fiscal year 1973 estimates, the percent differences of estimates from actuals were relatively small compared to other civil agencies.

DOT's estimates fluctuated above and below actual balances. On the average, first estimates differed from actuals by 32 percent, and second estimates differed by 31 percent. Estimates tended to be more accurate, however, if the very poor estimates for fiscal year 1973 are discounted. Without these figures, the average differences between first and second estimates and actuals were only 24 and 13 percent, respectively. DOT's estimates tended to become less accurate over the 6-year period, although they fluctuated widely. Differences of first estimates from actual balances ranged from 1 to 71 percent. Second estimate differences ranged from 2 to 119 percent.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	10,537	10,242	10,403	1	- 2
1973	10,235	13,100	5,984	71	119
1974	13,557	14,242	15,780	-14	10
1975	14,331	23,227	21,329	-33	9
1976	16,246	14,840	23,063	-30	- 36
1977	10,180	15,625	17,321	-41	- 10
Average:				32	31 ^{1/}

^{1/} Includes a disproportionately large difference of 119 percent in fiscal year 1973.

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
DEPARTMENT OF LABOR

During fiscal years 1972 to 1977, the Department of Labor was one of six agencies which maintained the largest unobligated balances, on the average, and large dollar differences between estimates and actuals. However, when expressed as percentages the differences were relatively small. On the average, first estimates differed from actuals by 28 percent; second estimates differed by 12 percent.

Labor tended to underestimate actual unobligated balances. Both first and second estimates became less accurate over the 6-year timeframe. Differences between first estimates and actuals increased from 13 percent in fiscal year 1972 to 53 percent in fiscal year 1977. Differences between second estimates and actuals fluctuated between 3 and 29 percent.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	11,488	9,877	10,204	13	- 3
1973	9,496	9,973	11,576	-18	-14
1974	11,216	12,468	13,224	-15	- 6
1975	12,058	13,568	14,445	-17	- 6
1976	3,231	8,020	6,939	-53	16
1977	5,698	8,594	12,130	-53	-29
Average:				28	12

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Between fiscal years 1972 and 1977, the Department of Health, Education, and Welfare (HEW) maintained the largest unobligated balances of any civil agency. It was also one of six agencies which consistently maintained large dollar differences between estimated and actual balances. However, when these differences are expressed as percentages, HEW estimates appear fairly close to actual balances. On the average, first estimates differed from actuals by 8 percent; second estimates differed by only 2 percent. The average percent difference for HEW's first estimates was among the four lowest of all civil agencies during the 6-year timeframe.

HEW tended to overestimate first estimates and underestimate second estimates. Over time, first estimates became slightly more accurate. Differences between first estimates and actuals declined from 13 to 10 percent. Differences between second estimates and actuals became greater, increasing from 0.1 to 5 percent.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	50,030	44,237	44,277	13	-0.1
1973	49,428	45,425	46,576	6	- 2
1974	52,705	51,075	51,781	2	- 1
1975	54,010	54,240	55,667	- 3	- 3
1976	56,218	52,208	50,766	11	3
1977	53,921	46,606	49,113	<u>10</u>	<u>- 5</u>
Average:				8	2

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
FEDERAL HOME LOAN BANK BOARD

In comparison with other civil agencies, the Federal Home Loan Bank Board consistently maintained large unobligated balances during fiscal years 1972 to 1977. Although unobligated balances are large, the differences between estimates and actuals are very low. When the Federal Home Loan Bank Board's differences between estimated and actual balances are expressed as percentages, first estimates differed by an average 7 percent and second estimates differed by an average 4 percent.

The Federal Home Loan Bank Board tended to underestimate balances slightly. Both first and second estimates became somewhat less accurate over the 6-year timeframe. The difference between first estimates and actuals rose from 0 percent in fiscal year 1972 to 8 percent in fiscal year 1975, and in fiscal year 1977 it jumped to 18 percent. Differences between second estimates and actuals fluctuated between 1 and 15 percent.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	7,513	7,594	7,545	0	1
1973	7,861	7,751	7,854	0	- 1
1974	8,086	8,169	8,196	- 1	0
1975	8,503	10,478	9,271	- 8	13
1976	8,781	7,280	7,492	17	- 3
1977	7,751	8,914	9,417	-18	- 5
Average:				7	4

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
VETERANS ADMINISTRATION

The Veterans Administration maintained relatively large, unobligated balances (among the top ten of all civil agencies). In contrast, over the 6-year timeframe, VA's average percent differences between estimates and actuals ranked among the four lowest civil agencies. First estimates differed by an average of 5 percent; second estimates differed by an average of 3 percent.

The VA underestimated unobligated balances slightly more often than it overestimated. Second estimates were somewhat more accurate than first estimates, but over time both estimates became less accurate. Differences between first estimates and actuals varied between 2 to 11 percent. Differences between second estimates and actuals rose from 2 percent in fiscal year 1972 to 8 percent in fiscal year 1976, and decreased to 3 percent in fiscal year 1977.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	8,714	8,704	8,895	- 2	-2
1973	8,992	9,332	9,378	- 4	0
1974	9,663	9,747	9,592	1	2
1975	9,987	9,878	9,696	3	2
1976	10,053	9,973	10,892	- 8	-8
1977	10,388	11,285	11,610	-11	-3
Average:				5	3

ACCURACY OF ESTIMATED UNOBLIGATED BALANCES
CIVIL SERVICE COMMISSION

Between fiscal years 1972 and 1977, the Civil Service Commission (CSC) had actual unobligated balances which averaged second largest of all civil agencies. Dollar differences between estimates and actuals averaged higher than the majority of civil agencies.

In contrast, when expressed as percentages, these differences were very low. On the average, first estimates differed from actuals by 2.3 percent, and second estimates differed by only 0.6 percent.

Except for the first estimate in fiscal year 1974 and the second estimate in fiscal year 1976, CSC consistently underestimated unobligated balances. The accuracy of estimates remained relatively constant during the timeframe.

DIFFERENCE OF ESTIMATE FROM ACTUAL UNOBLIGATED BALANCES
FISCAL YEARS 1972-1977
(in millions of dollars)

<u>Fiscal Year</u>	<u>First estimate</u>	<u>Second estimate</u>	<u>Latest actual</u>	<u>Percent difference first estimate</u>	<u>Percent difference second estimate</u>
1972	26,349	27,746	27,842	-5.4	-0.3
1973	30,835	30,864	30,882	-0.2	-0.1
1974	34,320	33,934	34,076	0.7	-0.4
1975	36,585	37,791	38,253	-4.4	-1.2
1976	41,495	42,609	42,135	-1.5	1.1
1977	48,130	48,783	49,024	-1.8	-0.5
Average:				2.3	.6

DIFFERENCE OF ACTUAL FROM ESTIMATES
UNOBLIGATED BALANCES IN SELECTED ACCOUNTS

An analysis of the accuracy of estimates in twenty major civil accounts (fifteen Federal funds and five trust funds) from fiscal years 1972 through 1977 was made, in addition to the work performed on agency totals. The detail on which this analysis is based is contained in Tabs 15 and 16.

FEDERAL FUNDS

The average percent difference between the first estimated unobligated balance and the actual balance for eleven selected Federal fund accounts was 36 percent. (Data on estimates for four accounts was insufficient to be included in the average). The accounts with the largest differences between estimates and actuals, on the average, were: (1) Price Support and Related Programs: Reimbursement for Net Realized Losses ^{1/}; (2) Employment and Training Assistance; (3) Special Assistance Functions Fund; and (4) Federal Home Loan Bank Board Revolving Fund.

^{1/} This account experienced a difference of 529 percent in fiscal year 1972. During the five other years analyzed, the average difference was much lower--30 percent.

<u>Account</u>	<u>Average percent difference between first estimate and actual</u>
Department of Agriculture (Commodity Credit Corporation) Price Support and Related Programs: Reimbursement for Net Realized Losses 12-4336-0-3-351 1/	113
Department of Labor Employment and Training Assistance 16-0174-0-1-504	100
Department of Housing and Urban Development Special Assistance Functions Fund 2/ 86-4205-0-3-371	68
Federal Home Loan Bank Board Federal Home Loan Bank Board Revolving Fund 82-4035-0-3-371	58
Department of Transportation Urban Mass Transportation Fund 69-1119-0-1-401	20
Tennessee Valley Authority Tennessee Valley Authority Fund 64-4110-0-3-999	13
Department of Housing and Urban Development Federal Housing Administration Fund 86-4070-0-3-371	13
Funds Appropriated to the President International Financial Institutions 11-0050-0-1-151	6

1/ During fiscal year 1972, there was a disproportionately large difference of 529 percent.
2/ During fiscal year 1975, there was a disproportionately large difference of 243 percent.

Account

Average percent difference between first estimate and actual

Federal Home Loan Bank Board
Federal Savings and Loan Insurance Corporation Fund
82-4037-0-3-371

02

Department of Housing and Urban Development
Loans to Federal National Mortgage Association
86-4319-0-3-371

*

Federal Deposit Insurance Corporation
Investment in Federal Deposit Insurance Corporation
51-0202-0-1-371

*

Department of Housing and Urban Development
Subsidized Housing Programs
86-0139-0-1-604

**

Department of Housing and Urban Development
Emergency Mortgage Purchase Assistance
86-4207-0-3-371

**

Department of Labor
Advances to the Unemployment Trust Fund and Other Funds
16-0327-0-1-603

**

Department of the Treasury
NY City Seasonal Financing Fund
20-4069-0-3-852

**

Average percent difference(first estimate): 36

* No difference between estimates and actual balances during each fiscal year, 1972-1976.
** Insufficient data available to determine average misestimate.

TRUST FUNDS

For the selected trust fund accounts with the largest unobligated balances at the end of fiscal year 1977, the average percent difference between first estimates and actual unobligated balances was 7 percent. On the average, the VA National Service Life Insurance Fund had the most accurate first estimates. The largest differences between first estimates and actuals were in the Federal Hospital Insurance Trust Fund.

The average percent differences between first estimates and actual unobligated balances for the five accounts discussed above appear on the following chart.

<u>Account</u>	<u>Average percent difference between first estimate and actual</u>
Social Security Administration Federal Hospital Insurance Trust Fund 20-8005-0-7-551	18
Social Security Administration Federal Old-Age and Survivors Insurance Trust Fund 20-8006-0-7-601	10
Federal Deposit Insurance Corporation Federal Deposit Insurance Corporation 51-8419-0-8-371	06
Civil Service Commission Civil Service Retirement and Disability Fund 24-8135-0-7-602	02
Veterans Administration National Service Life Insurance Fund 36-8132-0-7-701	<u>01</u>
Average percent difference (first estimate)	07

TAB 4
UNOBLIGATED BALANCES
INTENDED USE

UNOBLIGATED BALANCES BY INTENDED USE

Each year, the Office of Management and Budget publishes a booklet entitled Balances of Budget Authority. This publication breaks out unexpended balances of budget authority into Federal funds and trust funds. It also displays Federal funds in the following categories indicating reasons for balances and their intended use: Guarantee and Insurance, Loan, Procurement, Construction and Land, and Research and Development programs. The categories are mutually exclusive and each account is placed in the one category that best serves to illustrate the predominant characteristic of the balances involved. Accounts with balances of less than \$20 million are not categorized. Because the reason for and nature of unobligated balances varies greatly, the OMB categories are useful in analyzing these balances. OMB offers the following explanation of the content of these categories:

GUARANTEE AND INSURANCE PROGRAMS--The Federal Government provides guarantees and insurance in certain areas, notably in housing and banking activities. In these kinds of programs, appropriations and other budget authority are provided for contingency backup, reserves, and debt redemption. To the extent such authority is not used, the unobligated balances are carried forward.

--STANDBY AND BACKUP AUTHORITY--A major portion of this subcategory is standby or backup authority that, it is hoped, will not be used in the foreseeable future. Most of the remaining balances of standby and backup authority are for guaranteed private loans and for prompt payment to insurance companies of insurance and reinsurance claims in flood and civil disorder damage cases.

--RESERVES FOR LOSSES AND DEBT REDEMPTION--This subcategory includes balances held that are primarily derived from fees, premiums, and other types of collections obtained from the protected group themselves--akin to funds held in trust. Most of the remaining balances are available to assure payments will be made to holders of participation certificates as they mature, which is in the nature of debt redemption.

LOAN PROGRAMS--Another sizable category of unobligated balances results from the financing of loan programs. These programs generally are financed through revolving or business-type funds, which are established to carry on a cycle of operations, mainly with the public. Most of these funds are expected to be self-sustaining over

a period of years. Their capital requirements are supplied through appropriations or other forms of budget authority. The funds generate receipts from their own operations and pay interest on their borrowings and repay unneeded capital. Balances relating to revolving funds usually consist of amounts on deposit with the Treasury or of unused authority to borrow either from the Treasury or directly from the public.

Many of the loan programs (particularly those for construction projects) require budget authority on a long lead-time basis in order to provide assurance to potential borrowers or contractors that adequate financing will be available when needed. The requirements for these programs are complex, and considerable time and money are required on the part of the applicant to develop a project to the stage where the Government can enter into a firm legal obligation. To deal with this problem, a reservation system has been worked out under which the Government sets aside on its books sufficient financing for a project when it is convinced the applicant can develop an acceptable project. These reservations are subsequently converted into legal obligations when an acceptable application is submitted and approved. The amounts so reserved are counted as unobligated balances until the final agreement or legally binding contract is actually consummated.

PROCUREMENT PROGRAMS--Federal fund balances estimated to remain unobligated at the end of a fiscal year may also be attributable to the Government's major procurement programs; for example, the acquisition of capital equipment such as aircraft, missiles, and ships. These balances are due to the relatively long leadtime required for such procurement and to the application of a full funding policy. Full funding has the effect of setting a limit on the size of the specific program or project. This approach discloses to Congress the estimated full cost involved before the work actually begins, and anticipates that the Congress will provide budget authority for the estimated full cost before the project is undertaken. Beginning with fiscal year 1979, the full funding policy will be applied to new major procurement projects, including those types of procurement projects that have been traditionally excepted from this policy in the past.

CONSTRUCTION AND LAND PROGRAMS--Programs in this category involve land acquisition and improvement, and construction of facilities. Balances are attributable to the nature of construction and land acquisition activities where budget authority

is provided to be used over a number of fiscal years. The full funding policy discussed above also applies to most major construction projects. In addition, all new major construction projects will be fully funded beginning with fiscal year 1979. However, ongoing projects funded on an incremental basis in the past, will continue to be funded incrementally until completed and only small unobligated balances are sometimes carried forward for these programs. Unobligated balances of loans for construction are not included here; they are included under loan programs.

RESEARCH AND DEVELOPMENT PROGRAMS--To a large extent, this category includes balances associated with programs authorized to develop, test, design, and evaluate new or improved weapon systems and related equipment. It also includes balances attributable to research and development programs concerned with domestic energy sources: the application of nuclear energy to national defense and fuel production; physical, biomedical, and environmental sciences; and space flight. Balances occur in these programs, because in some cases it is difficult to predetermine the time or resources required to meet program objectives.

OTHER BALANCES--The remaining balances are mainly for industrial fund operations and are attributable to the time-lag that occurs between receipt of a work order by the fund, and completion of the work required under the order. Another portion results from the nature of financing subsidized housing programs.

The tables on pages 4 and 5 display data for unobligated balances in the intended use categories from fiscal years 1972 to 1979. This is Government-wide data and includes DOD as well as civil balances. Growth in unobligated balances in intended use categories can be viewed in the chart on page 6. At the end of fiscal year 1977, the Guarantee and Insurance category contained the largest unobligated balance, although in fiscal year 1975 and 1976 the largest balances were in the Construction and Land category. As illustrated in the bar chart on page 7, Guarantee and Insurance programs and Construction and Land programs have consistently made up the largest percentages of unobligated Federal fund balances.

The change in relationship of trust and Federal funds is illustrated on page 8. From fiscal years 1972 to 1974, trust funds accounted for the majority of unobligated balances. For fiscal years 1975 and 1976, Federal funds dominated, and in fiscal year 1977 unobligated balances were split almost evenly between Federal and trust funds. This decline in the percentage of unobligated balances in trust funds occurred despite the fact that actual dollars in trust funds increased by \$21 billion from fiscal year 1972 to 1977. The relative growth of Federal and trust funds is illustrated in the line graph on page 9.

UNOBLIGATED BALANCES FISCAL YEAR OFFICE OF MANAGEMENT
AND BUDGET CATEGORIES WITH PERCENT OF TOTAL UNOBLIGATED

Unobligated Balances, End of Period
(in millions of dollars)

	FY 1972 actual	Percent of total	FY 1973 actual	Percent of total	FY 1974 actual	Percent of total	FY 1975 actual	Percent of total	FY 1976 actual	Percent of total
Guarantee and Insurance programs	27,302	15	28,663	15	30,817	13	34,334	12	34,266	12
(Standby and back up authority).....	(21,898)	(12)	(22,151)	(12)	(23,842)	(10)	(24,307)	(8)	(22,818)	(8)
(Reserves for losses and debt redemption)	(5,404)	(3)	(6,512)	(3)	(6,975)	(3)	(10,027)	(3)	(11,448)	(4)
Loan programs.....	8,279	5	8,440	5	9,096	4	10,851	4	19,799	7
Procurement programs	8,122	5	8,994	5	10,873	5	12,794	4	17,606	6
Construction and land programs	22,144	12	23,929	13	25,677	11	66,468	23	61,199	21
Research and development programs.....	1,061	1	1,451	1	1,145	*	1,140	*	1,847	1
Other balances.....	3,452	2	4,761	3	25,049	11	28,360	10	22,096	7
Balances of less than \$20 million	743	*	786	*	818	*	1,193	*	1,790	1
Total, Federal fund unobligated balances.	71,103	40	77,022	41	103,476	44	155,141	54	158,604	55
Trust fund unobligated balances	106,082	60	109,939	59	130,803	56	133,129	46	137,305	46
Total unobligated balances.....	177,185	100	186,961	100	234,279	100	288,270	100	295,909	100

1/Does not total due to rounding

* Less than 1/2 of 1 percent

Source: Balances of Budget Authority, Budget for Fiscal Years 1974-1978, Executive Office of the President, Office of Management and Budget, annual publication.

UNOBLIGATED BALANCES BY OFFICE OF MANAGEMENT
AND BUDGET CATEGORIES WITH PERCENT OF TOTAL UNOBLIGATED

Unobligated Balances, End of Period
(in millions of dollars)

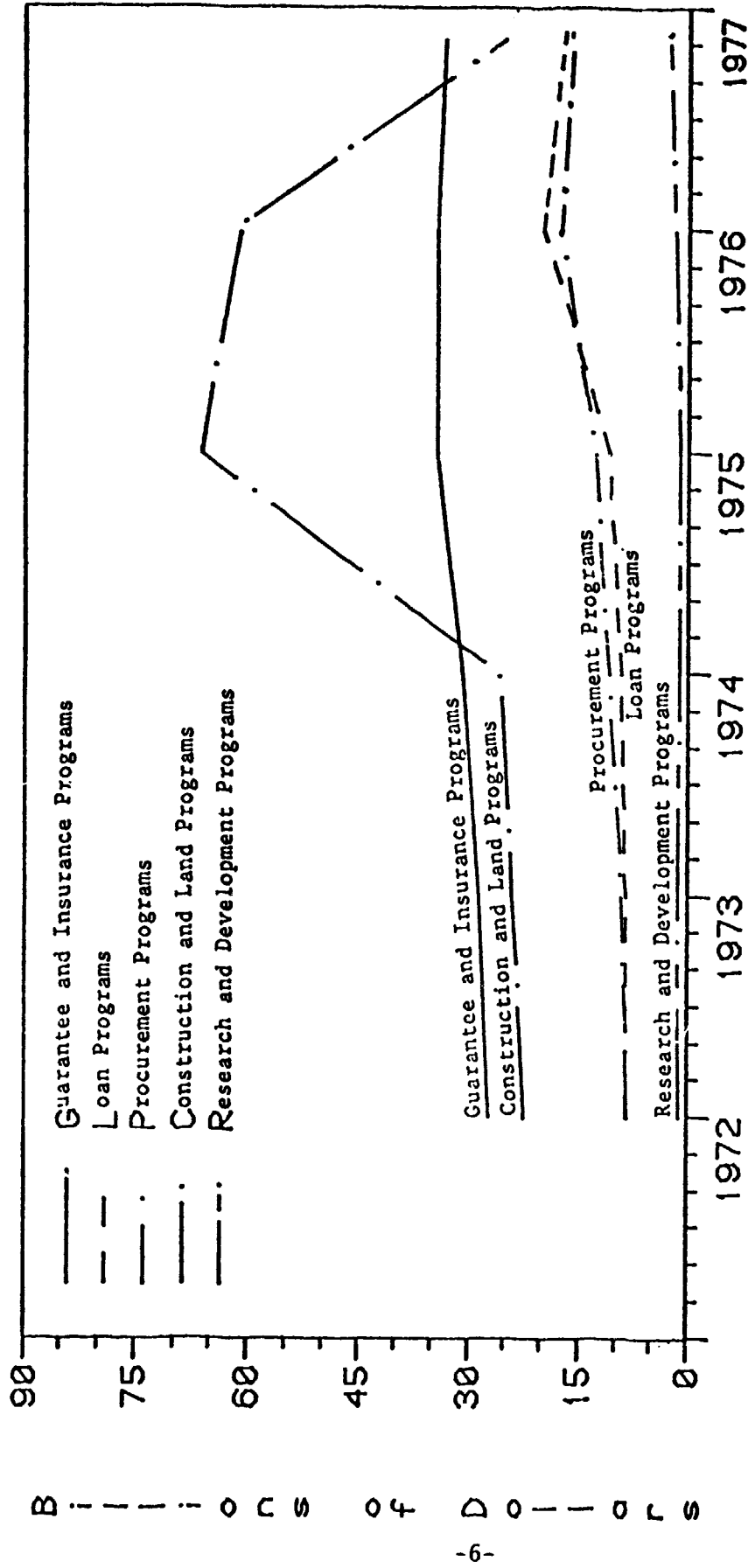
	FY 1977 actual 1/	Percent of total	FY 1978 estimate 1/	Percent of total	FY 1979 estimate	Percent of total
Guarantee and Insurance programs	34,123	13	33,759	15	36,460	16
(Standby and backup authority)	(23,760)	(9)	(24,211)	(11)	(25,457)	(11)
(Reserves for losses and debt redemption) ...	(10,363)	(4)	(9,549)	(4)	(11,003)	(5)
Loan programs	15,660	6	4,923	2	2,810	1
Procurement programs	15,600	6	15,960	7	15,848	7
Construction and land programs	24,065	9	18,417	8	16,464	7
Research and development programs	1,596	1	646	*	1,851	1
Other balances	35,238	14	12,733	6	5,246	2
Balances of less than \$20 million	1,347	1	664	*	612	*
Total, Federal fund unobligated balances	127,630	50	87,101	40	79,291	35
Trust fund unobligated balances	127,561	50	133,323	60	145,010	65
Total, unobligated balances	255,191	100	220,424	100	224,301	100

1/ Does not total due to rounding

* Less than 1/2 of 1 percent

SOURCE: Balances of Budget Authority, Budget for Fiscal Year 1979, Executive Office of the President, Office of Management and Budget, February 1978.

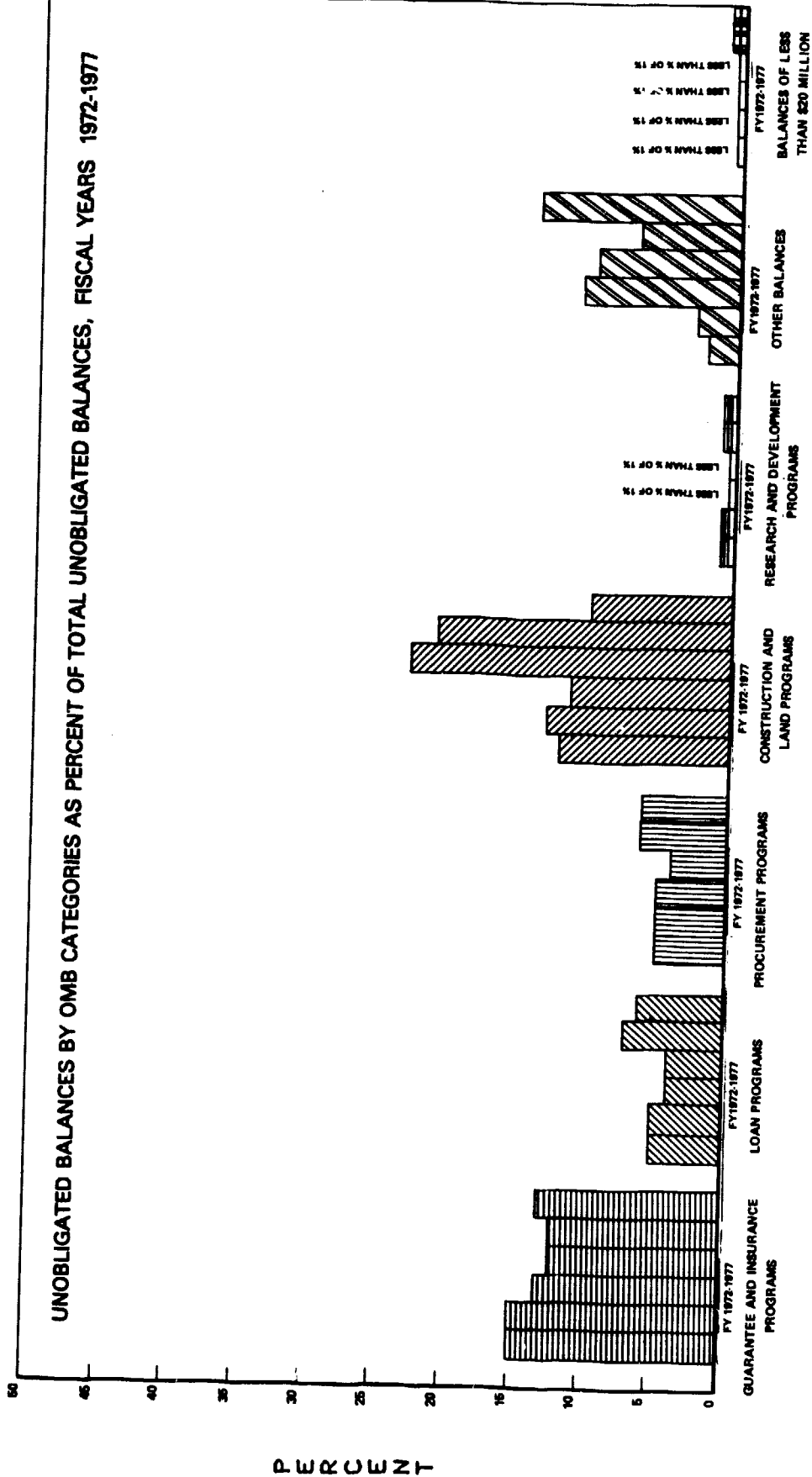
UNOBLIGATED BALANCES BY OMB CATEGORIES
FISCAL YEARS 1972-1977
 (Billions of Dollars)



FISCAL YEARS

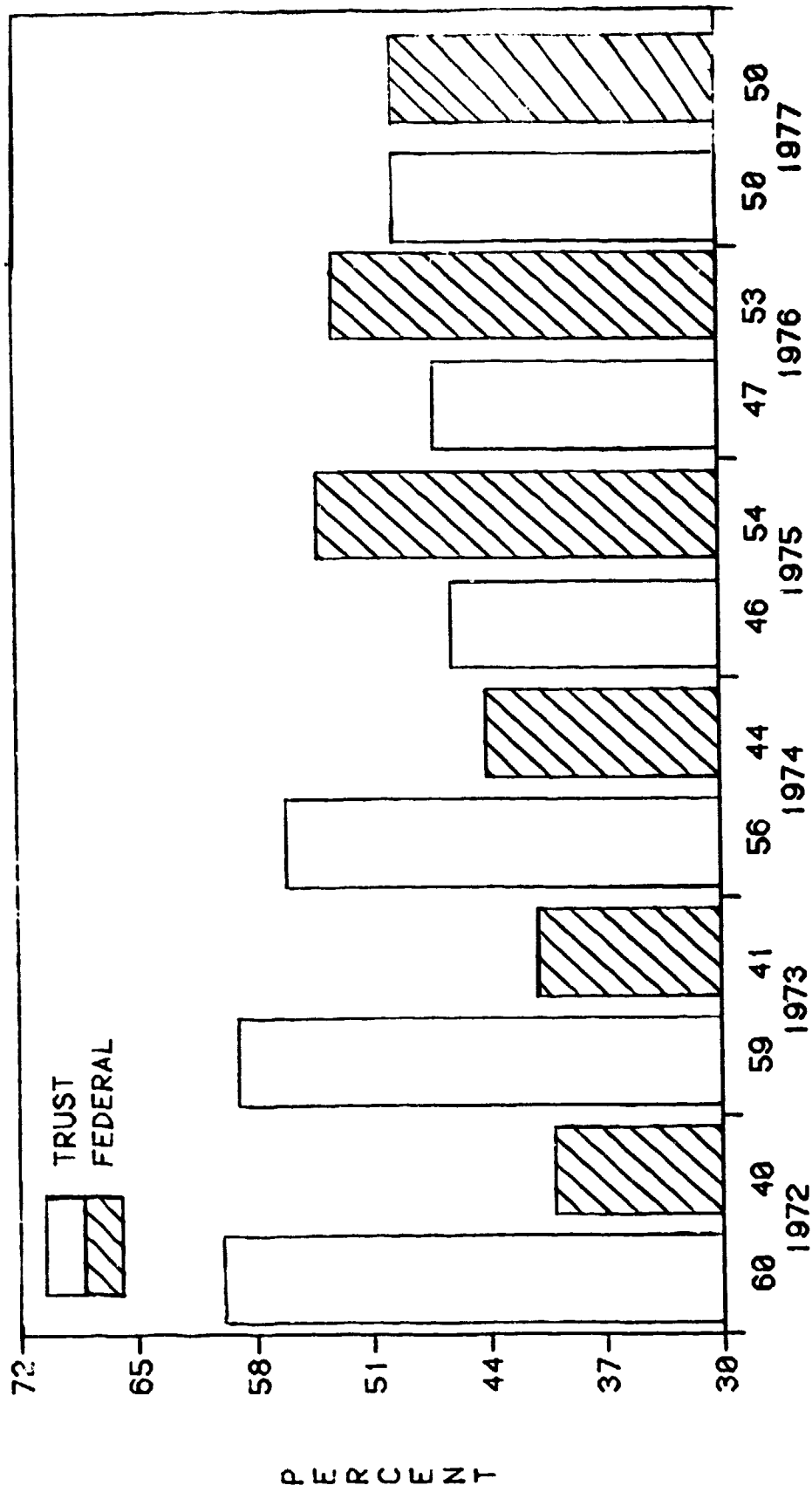
Sources: Balances of Budget Authority,
Budgets for Fiscal Years 1974-1979
 Office of Management and Budget

UNOBLIGATED BALANCES BY OMB CATEGORIES AS PERCENT OF TOTAL UNOBLIGATED BALANCES, FISCAL YEARS 1972-1977



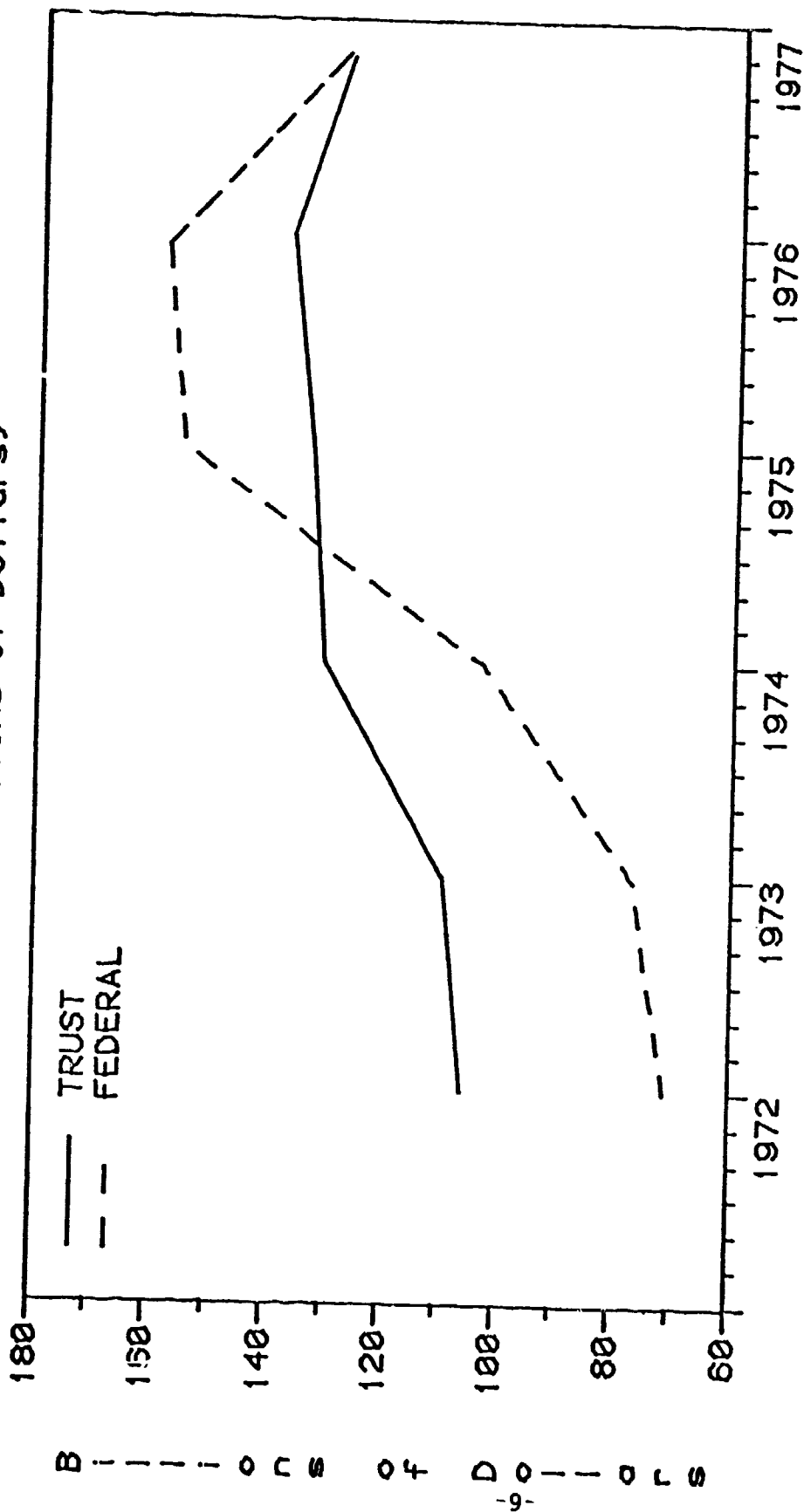
SOURCES: BALANCES OF BUDGET AUTHORITY, BUDGET FOR FISCAL YEARS, 1974-1979. EXECUTIVE OFFICE OF THE PRESIDENT, OFFICE OF MANAGEMENT AND BUDGET

TRUST AND FEDERAL FUND UNOBLIGATED BALANCES
AS PERCENTAGES OF TOTAL UNOBLIGATED BALANCES



Sources: Balances of Budget Authority,
Budgets for Fiscal Years 1974-1979
Office of Management and Budget

TRUST AND FEDERAL FUND UNOBLIGATED BALANCES
FOR FISCAL YEARS 1972-1977
 (Billions of Dollars)



FISCAL YEARS

Sources: Balances of Budget Authority,
Budgets for Fiscal Years 1974-1979
Office of Management and Budget

TAB 5
UNOBLIGATED BALANCES
TYPE OF AUTHORITY

UNOBLIGATED BALANCES BY TYPE OF AUTHORITY

End of period unobligated balances are made up of four types of authority: appropriation, authority to spend debt receipts, contract authority (unfunded), and fund balances (for revolving and management funds only).

The following definitions apply:

Appropriation - An authorization by an act of the Congress that permits Federal agencies to incur obligations and to make payments out of the Treasury for specified purposes. An appropriation usually follows enactment of authorizing legislation. An appropriation act is the most common means of providing budget authority, but in some cases the authorizing legislation itself provides the budget authority. Appropriations do not represent cash actually set aside in the Treasury for purposes specified in the appropriation act; they represent limitations of amounts which agencies may obligate during the time period specified in the respective appropriations acts. There are several types of appropriations that are not counted as budget authority, since they do not provide authority to incur additional obligations:

- Appropriation to liquidate contract authority - congressional action to provide funds to pay obligations incurred against contract authority.
- Appropriation to reduce outstanding debt - congressional action to provide funds for debt retirement.
- Appropriation for refund of receipts.

Borrowing Authority - Statutory authority (substantive or appropriation) that permits a Federal agency to incur obligations and to make payments for specified purposes out of borrowed moneys. Section 401 of the Congressional Budget Act of 1974 limits new borrowing authority (except for certain instances) to such extent or in such amounts as are provided in appropriation acts. Borrowing authority, also called "authority to borrow from the Treasury and the public," may be one of the following types:

- Authority to borrow from the Treasury - the legislative authority to borrow funds from the Treasury that are realized from the sale of public debt securities.
- Authority to borrow from the public - the legislative authority to sell agency debt securities.
- Authority to borrow from the Treasury and the public - a combination of the legislative authorities noted above.

Contract Authority - A form of budget authority under which contracts or other obligations may be entered into in advance of an appropriation or in excess of amounts otherwise available in a revolving fund. Contract authority must be funded by a subsequent appropriation or the use of revolving fund collections to liquidate the obligations. Appropriations to liquidate contract authority are not classified as budget authority since they are not available for obligation. Section 401 of the Congressional Budget Act of 1974 limits new contract authority, with few exceptions, to such extent or in such amounts as are provided in appropriation acts.

Fund Balances - In the cases of revolving funds which have a related, unfinanced budget authority balance, the net obligations outstanding are considered a charge first against the revolving fund itself, until its unobligated balance is reduced to zero, and thereafter a charge against the unfinanced budget authority balance.

Based on fiscal year 1977 actual figures, 38 percent of the total Government-wide unobligated balance (including DOD) is appropriated authority. The remaining balance is made up of 10 percent contract authority, 19 percent authority to spend debt receipts, and 33 percent fund balances. Fiscal year 1979 budget estimates forecast an increase to 40 percent appropriated authority and a decrease to only 5 percent contract authority.

UNOBLIGATED BALANCES AVAILABLE, END OF YEAR
BY TYPE OF AUTHORITY

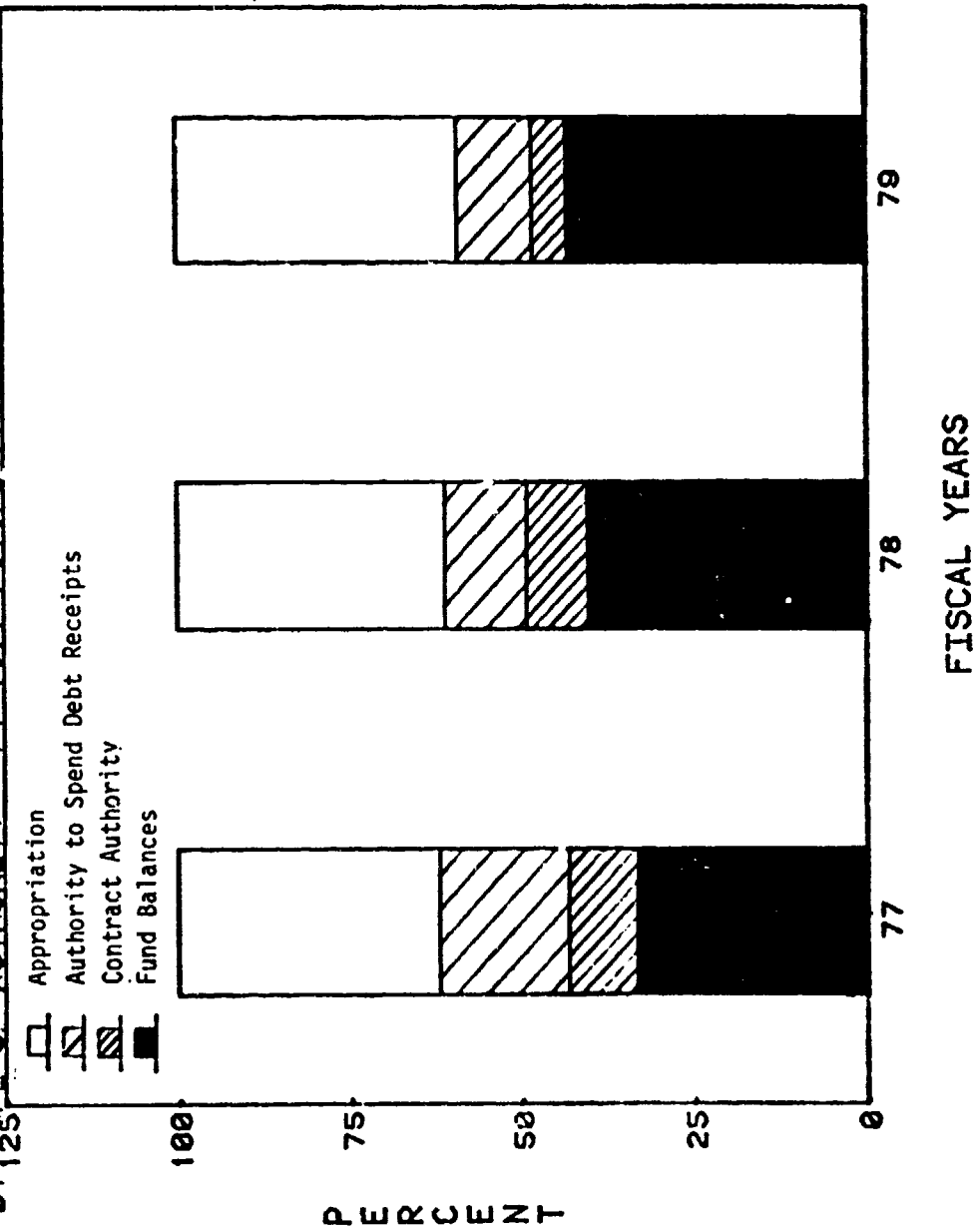
Unobligated Balances, End of Period
(in millions of dollars)

	FY 1977 actual	Percent of total	FY 1978 estimate	Percent of total	FY 1979 estimate	Percent of total 1/
Appropriation (24.40).....	97,304	38	85,995	39	90,563	40
Authority to Spend Debt Receipts (24.47).....	48,662	19	27,273	12	24,144	11
Contract Authority (24.49).....	25,942	10	19,300	9	12,186	5
Fund Balances (24.98).....	83,283	33	87,856	40	97,408	43
Total.....	255,191	100	220,424	100	224,301	100

1/ Does not total due to rounding

Source: OMB Computer Printout

PERCENT DISTRIBUTION OF END OF YEAR UNOBLIGATED BALANCES
 BY TYPE OF AUTHORITY - FY 1977 ACTUAL AND FY 1978 & 1979 ESTIMATES



TAB 6
UNOBLIGATED BALANCES
TYPE OF FUND

UNOBLIGATED BALANCES BY TYPE OF FUND

End of period unobligated balances can be categorized by the following fund types:

- general fund,
- special fund,
- public enterprise fund,
- intragovernmental revolving or management fund,
- trust (non-revolving) fund,
- trust revolving fund.

Revolving funds are funds established to finance a cycle of operations through amounts received by the fund. There are three types of revolving funds: public enterprise, intragovernmental revolving, and trust revolving funds.

Trust funds are funds collected and used by the Federal Government for carrying out specific purposes and programs according to terms of a trust agreement or statute, such as the social security and unemployment trust funds. Trust funds are administered by the Government in a fiduciary capacity and are not available for the general purposes of the Government. A special category of trust funds called trust revolving funds is used to carry out a cycle of business-type operations, for example, the Federal Deposit Insurance Corporation.

Federal fund accounts (accounts which the Government owns and uses solely for its purposes) include four classes of appropriation or fund accounts - general fund appropriations, special fund appropriations, public enterprise revolving funds, and intragovernmental funds. General fund appropriation accounts are established to record amounts appropriated by the Congress to be expended for the general support of the Government. Special fund appropriation accounts are established to record appropriated amounts of special fund receipts to be expended for special programs in accordance with specific provisions of law. Public enterprise revolving fund accounts are authorized by Congress to be credited with receipts, primarily from the public, that are generated by, and earmarked to finance, continuing cycle of business-type operations. Intragovernmental fund accounts are established to facilitate financing transactions within and between Federal agencies.

Unobligated balances are distributed by fund type in the following table.

UNOBLIGATED BALANCES BY
TYPE OF FUNDS
(in millions of dollars)

<u>TYPE OF FUND</u>	<u>Fiscal Year</u> <u>1977 1/</u>	<u>Percent</u> <u>of total</u>	<u>Fiscal Year</u> <u>1978 1/</u>	<u>Percent</u> <u>of total 1/</u>	<u>Fiscal Year</u> <u>1979 1/</u>	<u>Percent</u> <u>of total 1/</u>
General Funds (1)	67,830	27	51,585	23	45,443	20
Special Funds (2)	1,076	*	676	*	745	*
Public Enterprise Funds (3)	55,798	22	31,887	14	29,962	13
Intragovernmental Revolving or Management Funds (4)	2,926	1	2,952	1	3,141	1
Trust (Non-Revolving) Funds (7)	119,197	47	124,535	56	135,204	60
Trust Revolving Funds (8)	<u>8,365</u>	<u>3</u>	<u>8,788</u>	<u>4</u>	<u>9,805</u>	<u>4</u>
Total	<u>255,191</u>	<u>100</u>	<u>220,424</u>	<u>100</u>	<u>224,301</u>	<u>100</u>

* Less than 1/2 of 1 percent.

1/ Does not total due to rounding.

TAB 7
UNOBLIGATED BALANCES
BUDGET FUNCTION

UNOBLIGATED BALANCES BY BUDGET FUNCTION/SUBFUNCTION

The President's budget is classified in seventeen mutually exclusive categories called functions, which relate to national needs being addressed. To the extent possible, functional classifications are made without regard to the administering agency. The functional categories serve as a framework for Congress in deciding how to allocate budget resources among competing national priorities.

Unobligated balances distributed by budget function and subfunction for fiscal years 1976 through 1978 are displayed on pages 3 through 7. This data was taken from the fiscal year 1978 budget tapes provided by the Office of Management and Budget. Similar information for fiscal years 1977 through 1979 from the fiscal year 1979 budget tapes is included on pages 8 through 13. Pages 14 through 18 display unobligated balances in twenty selected civil accounts (see Tabs 15 and 16) by budget function for fiscal years 1977 through 1979. The table on page 2 summarizes actual data for fiscal years 1976 and 1977 by budget function.

<u>FUNCTION</u>	<u>FY 1976 BALANCE</u>	<u>PERCENT OF TOTAL ^{4/}</u>	<u>FY 1977 BALANCE</u>	<u>PERCENT OF TOTAL ^{4/}</u>
050 National Defense ^{1/}	34,502	12	20,040	8
150 International Affairs	12,328	4	12,722	5
250 General Science, Space, and Technology	27	**	22	**
270 Energy ^{2/}	--	--	1,923	1
300 Natural Resources and Environment	19,883	7	2,966	1
350 Agriculture	11,309	4	6,053	2
370 Commerce and Housing Credit ^{3/}	--	--	40,679	16
400 Transportation	53,837	18	18,145	7
450 Community and Regional Development	4,252	1	2,449	1
500 Education, Training, Employment and Social Services	4,046	1	6,185	2
550 Health	12,784	4	13,674	5
600 Income Security	117,294	40	98,495	39
700 Veterans Benefits and Services	10,442	4	11,611	5
750 Administration of Justice	277	**	320	**
800 General Government	604	**	696	**
850 General Purpose Fiscal Assistance	2,395	1	2,678	1
900 Interest	1	**	*	**
999 Multiple Functions	8,928	3	16,533	6
Total	292,909	100	255,191	100

* Less than \$500 million

** Less than 1/2 of one percent

^{1/} In the FY 1979 budget, the Military Assistance subfunction, including the Advances, Foreign Military Sales account, was reclassified from the National Defense function to the International Affairs function. Unobligated balances of \$9,140 million in the FMS account were withdrawn since they were not necessary to cover new obligations by the fund.

^{2/} In the FY 1979 budget, Energy was established as a function separate from National Resources and Environment.

^{3/} In the FY 1979 budget, Commerce and Housing Credit was established as a function separate from Transportation.

^{4/} Does not total 100% due to rounding.

Source: Budget of the United States Government, Fiscal Year 1979

UNOBLIGATED BALANCES BY FUNCTION/SUB-FUNCTION
(in millions of dollars)

		Fiscal Year 1976	Transition Quarter	Fiscal Year 1977	Fiscal Year 1978
<u>Function 050 National Defense</u>					
	051 DOD - Military	24,049	21,031	17,029	19,572
	052 Military Assist- ance	10,446	9,963	12	9
	053 Atomic Energy Defense Activities	--	--	--	--
	054 Defense-Related Activities	7	5	3	3
TOTAL	050	34,502	30,998	17,045	19,584
<u>Function 150 International Affairs</u>					
	151 Foreign Economic and Financial Assistance	12,215	10,919	10,557	11,061
	152 Conduct of Foreign Affairs	63	49	26	11
	153 Foreign Information and Exchange Activities	49	43	35	24
	155 International Financial Activities	--	--	--	--
TOTAL	150	12,328	11,012	10,617	11,096
<u>Function 250 General Science, Space, and Technology</u>					
	251 General Science and Basic Research	25	25	2	2
	253 Space Flight	--	--	--	--
	254 Space Science, Appli- cations and Technology	--	--	--	--
	255 Supporting Space Activities	3	1	--	--
TOTAL	250	27	26	2	2

		Fiscal Year 1976	Transition Quarter	Fiscal Year 1977	Fiscal Year 1978
<u>Function 300 Natural Resources, Environment, and Energy</u>					
300	(more than one sub-function)	133	53	2	3
301	Water Resources and Power	10,250	10,254	8,344	6,616
302	Conservation and Land Management	727	556	171	196
303	Recreational Resources	341	292	1,027	861
304	Natural Resources, Environment, and Energy	7,547	6,809	1,310	464
305	Energy	850	796	*	*
306	Other Natural Resources	36	23	24	13
<hr/>					
TOTAL	300	19,883	18,783	10,878	8,154
<u>Function 350 Agriculture</u>					
351	Farm Income Stabilization	11,233	10,709	9,389	10,047
352	Agriculture Research and Services	76	32	19	18
<hr/>					
TOTAL	350	11,309	10,741	9,408	10,065
<u>Function 400 Commerce and Transportation</u>					
401	Mortgage Credit and Thrift Insurance	29,850	31,192	33,243	21,786
402	Postal Service	--	--	--	--
403	Other Advancement and Regulation of Commerce	1,705	1,590	1,580	1,567
404	Ground Transportation	21,176	23,675	15,732	13,416
405	Air Transportation	468	423	400	474
406	Water Transportation	612	598	389	204
407	Other Transportation	15	15	9	8
<hr/>					
TOTAL	400	53,837	57,494	51,353	37,455

* less than \$500,000

	Fiscal Year 1976	Transition Quarter	Fiscal Year 1977	Fiscal Year 1978
<u>Function 450 Community and Regional Development</u>				
451 Community Development	2,840	1,618	1,016	1,284
452 Area and Regional Development	742	628	303	292
453 Disaster Relief and Insurance	669	540	412	207
TOTAL 450	4,252	2,785	1,732	1,783
<u>Function 500 Education, Training, Employment, and Social Services</u>				
500 (more than one sub-function)	61	4	--	--
501 Elementary, Secondary, and Vocational Training	455	247	--	--
502 Higher Education	2,200	1,372	1,257	912
503 Research and General Education Aids	82	59	17	13
504 Training and Employment	1,198	132	1,002	2
505 Other Labor Services	26	3	3	3
506 Social Services	23	12	7	7
TOTAL 500	4,046	1,829	2,286	937
<u>Function 550 Health</u>				
550 (more than one sub-function)	395	87	9	9
551 Health Care Services	12,018	12,094	13,237	17,489
552 Health Research and Education	94	89	68	73
553 Prevention and Control of Health Problems	115	68	1	1
554 Health Planning and Construction	162	150	74	70
555 General Health Financial Assistance	--	--	--	--
TOTAL 550	12,784	12,488	13,390	17,642

		Fiscal Year 1976	Transition Quarter	Fiscal Year 1977	Fiscal Year 1978
<u>Function 600 Income Security</u>					
600	(more than one subfunction)	26	--	--	--
601	General Retirement and Disability Insurance	42,364	40,152	35,524	32,564
602	Federal Employee Retirement and Disability	42,895	42,089	48,781	54,043
603	Unemployment Insurance	2,485	1,309	1,800	0
604	Public Assistance and Other Income Supplements	29,524	11,861	1,709	734
TOTAL 600		117,294	95,411	87,815	97,341
<u>Function 700 Veterans Benefits and Services</u>					
701	Income Security for Veterans	8,253	8,369	8,628	8,950
702	Veterans Education, Training, and Rehabilitation	428	769	624	36
703	Hospital and Medical Care for Veterans	433	417	540	548
704	Veterans Housing	1,284	1,306	1,473	1,362
705	Other Veterans Benefits and Services	44	33	20	22
TOTAL 700		10,442	10,893	11,285	10,918
<u>Function 750 Law Enforcement and Justice</u>					
751	Federal Law Enforcement and Prosecution	\$ 74	\$ 37	\$ 18	\$ 12
752	Federal Judicial Activities	30	11	7	3
753	Federal Correctional and Rehabilitation Activities	82	82	107	101
754	Law Enforcement Assistance	92	59	1	--
TOTAL 750		277	189	133	116

		Fiscal Year 1976	Transition Quarter	Fiscal Year 1977	Fiscal Year 1978
<u>Function 800 General Government</u>					
801	Legislative Functions	121	111	74	19
802	Executive Direction and Management	5	*	--	--
803	Central Fiscal Operations	49	17	14	20
804	General Property and Records Management	191	198	96	63
805	Central Personnel Management	4	2	4	4
806	Other General Government	233	170	151	191
TOTAL	800	604	499	338	298
<u>Function 850 Revenue Sharing and General Purpose Fiscal Assistance</u>					
851	General Revenue Sharing	83	84	77	\$70
852	Other General Purpose Fiscal Assistance	2,313	2,635	2,323	23
TOTAL	850	2,395	2,719	2,400	93
<u>Function 900 Interest</u>					
901	Interest on the Public Debt	--	--	--	--
902	Other Interest	1	*	*	--
TOTAL	900	1	*	*	--
Function 990 Multiple Functions		8,928	8,598	7,870	11,409
TOTAL	990	8,928	8,598	7,870	11,409
Total of all unobligated balances		292,909	264,465	226,551	216,892

UNOBLIGATED BALANCES BY FUNCTION/SUB-FUNCTION
(in millions of dollars)

		Fiscal Year 1977	Fiscal Year 1978	Fiscal Year 1979
<u>Function 050 National Defense</u>				
	051 DOD - Military	20,000	20,719	20,985
	053 Atomic Energy			
	Defense Activities	36	24	178
	054 Defense-Related			
	Activities	4	3	3
TOTAL	050	<u>20,040</u>	<u>20,746</u>	<u>21,166</u>
<u>Function 150 International Affairs</u>				
	151 Foreign Economic			
	and Financial			
	Assistance	10,877	11,163	12,566
	152 Military Assistance	103	22	15
	153 Conduct of Foreign			
	Affairs	79	12	11
	154 Foreign Information			
	and Exchange Activities	43	26	27
	155 International			
	Financial			
	Activities	<u>1,620</u>	<u>1,297</u>	<u>200</u>
TOTAL	150	12,722	12,520	12,819
<u>Function 250 General Science,</u>				
<u> Space, and</u>				
<u> Technology</u>				
	251 General Science and			
	Basic Research	20	13	7
	253 Space Flight	--	--	--
	254 Space Science, Appli-			
	cations and Technology	--	--	--
	255 Supporting Space			
	Activities	<u>2</u>	<u>--</u>	<u>--</u>
TOTAL	250	22	13	7

		Fiscal Year 1977	Fiscal Year 1978	Fiscal Year 1979
<u>Function 270 Energy</u>				
	270 (More than one subfunction)	811	25	1,257
	271 Energy Supply	1,110	917	732
	272 Energy Conservation	--	--	--
	274 Emergency Energy Preparedness	--	--	--
	276 Energy Information, Policy and Regulation	<u>2</u>	<u>--</u>	<u>--</u>
TOTAL	270	1,923	942	1,989
<u>Function 300 Natural Resources and Environment</u>				
	300 (More than one subfunction)	1	--	--
	301 Water Resources	611	177	51
	302 Conservation and Land Management	399	267	286
	303 Recreational Resources	238	122	44
	304 Pollution Control and Abatement	1,667	2,100	1,729
	306 Other Natural Re- sources	<u>50</u>	<u>13</u>	<u>10</u>
TOTAL	300	2,966	2,679	2,120
<u>Function 350 Agriculture</u>				
	351 Farm Income Stabil- ization	6,021	422	1,468
	352 Agricultural Research and Services	<u>32</u>	<u>21</u>	<u>21</u>
TOTAL	350	6,053	443	1,489

		Fiscal Year 1977	Fiscal Year 1978	Fiscal Year 1979
<u>Function 370 Commerce and Housing</u>				
	<u>Credit</u>			
	371 Mortgage Credit and Thrift Insurance	39,072	26,816	27,777
	372 Postal Service	--	--	--
	374 Federal Financing Bank	--	--	--
	376 Other Advancement and Regulation of Commerce	<u>1,607</u>	<u>1,587</u>	<u>1,598</u>
TOTAL	370	40,679	28,403	29,375
<u>Function 400 Transportation</u>				
	401 Ground Transportation	17,179	13,177	12,747
	402 Air Transportation	415	382	533
	403 Water Transportation	528	427	365
	407 Other Transportation	<u>23</u>	<u>28</u>	<u>11</u>
TOTAL	400	18,145	14,014	13,656
<u>Function 450 Community and Regional Development</u>				
	451 Community Development	1,379	1,094	1,407
	452 Area and Regional Development	543	417	230
	453 Disaster Relief and Insurance	<u>527</u>	<u>448</u>	<u>328</u>
TOTAL	450	2,449	1,959	1,965
<u>Function 500 Education, Training, Employment, and Social Services</u>				
	500 (More than one subfunction)	**	2	1
	501 Elementary, Secondary, and Vocational Education	947	--	--
	502 Higher Education	1,433	1,270	1,015
	503 Research and General Education Aids	66	12	9
	504 Training and Employment	<u>3,725</u>	--	--

		Fiscal Year 1977	Fiscal Year 1978	Fiscal Year 1979
<u>Function 500 Education, Training, Employment, and Social Services</u>				
	505 Other Labor Services	3	3	3
	506 Social Services	<u>11</u>	<u>1</u>	<u>1</u>
TOTAL	500	6,185	1,288	1,029
<u>Function 550 Health</u>				
	550 (More than one subfunction)	81	22	20
	551 Health Care Services	13,486	15,442	17,705
	552 Health Research	38	29	15
	553 Education and Training of Health Care Work Force	62	65	70
	554 Consumer and Occupational Health and Safety	<u>7</u>	<u>6</u>	<u>6</u>
TOTAL	550	13,674	15,564	17,816
<u>Function 600 Income Security</u>				
	601 General Retirement and Disability Insurance	35,399	28,912	24,692
	602 Federal Employee Retirement and Disability	48,997	55,773	62,839
	603 Unemployment Compensation	1,980	--	--
	604 Public Assistance and Other Income Supplements	<u>12,119</u>	<u>7,942</u>	<u>565</u>
TOTAL	600	98,495	92,627	88,096
<u>Function 700 Veterans Benefits and Services</u>				
	701 Income Security for Veterans	8,550	8,851	9,070
	702 Veterans Education, Training, and Rehabilitation	1,063	593	87
	703 Hospital and Medical Care for Veterans	642	684	627

		Fiscal Year 1977	Fiscal Year 1978	Fiscal Year 1979
<u>Function 700 Veterans Benefits and Services</u>				
	704 Veterans Housing	1,339	1,252	1,192
	705 Other Veterans Benefits and Services	<u>17</u>	<u>22</u>	<u>21</u>
TOTAL	700	11,611	11,402	10,997
<u>Function 750 Administration of Justice</u>				
	751 Federal Law Enforcement Activities	39	11	11
	752 Federal Litigative and Judicial Activities	10	11	6
	753 Federal Correctional Activities	105	92	83
	754 Criminal Justice Assistance	<u>166</u>	<u>--</u>	<u>--</u>
TOTAL	750	320	114	100
<u>Function 800 General Government</u>				
	801 Legislative Functions	104	35	15
	802 Executive Direction and Management	**	--	--
	803 Central Fiscal Operations	21	24	26
	804 General Property and Records Management	371	153	159
	805 Central Personnel Management	4	4	4
	806 Other General Government	<u>196</u>	<u>155</u>	<u>190</u>
TOTAL	800	696	371	394

	Fiscal Year 1977	Fiscal Year 1978	Fiscal Year 1979
<u>Function 850 General Purpose Fiscal Assistance</u>			
851 General Revenue Sharing	47	71	71
852 Other General Purpose Fiscal Assistance	<u>2,631</u>	<u>137</u>	<u>135</u>
TOTAL 850	2,678	208	206
<u>Function 900 Interest</u>			
901 Interest on the Public Debt	--	--	--
902 Other Interest	<u>**</u>	<u>**</u>	<u>--</u>
TOTAL 900	**	**	--
Function 999 Multiple Functions	<u>16,533</u>	<u>17,131</u>	<u>21,077</u>
TOTAL 999	16,533	17,131	21,077
Total of all unobligated balances	<u>255,191</u>	<u>220,424</u>	<u>224,301</u>

** Less than \$500 thousand

UNOBLIGATED BALANCES IN TWENTY MAJOR CIVIL ACCOUNTS

BY FUNCTION

(in millions of dollars)

<u>Function - Account Name and Number</u>	<u>FY 1977 (actual)</u>	<u>FY 1978 (estimate)</u>	<u>Unobligated Balances (End of Year) FY 1979 (estimate)</u>
050 National Defense			
Total Major Accounts	--	--	--
Total Function	<u>20,040</u>	<u>20,746</u>	<u>21,166</u>
150 International Affairs			
International Financial Institutions	9,850	10,662	12,038
11-0050-0-1-151			
Total Major Accounts	9,850	10,662	12,038
Total Other Accounts	2,872	1,858	781
Total Function	<u>12,722</u>	<u>12,520</u>	<u>12,819</u>
250 General Science, Space, and Technology			
Total Major Accounts	--	--	--
Total Function	<u>22</u>	<u>13</u>	<u>7</u>
270 Energy			
Total Major Accounts	--	--	--
Total Function	<u>1,923</u>	<u>942</u>	<u>1,989</u>
300 Natural Resources and Environment			
Total Major Accounts	--	--	--
Total Function	<u>2,966</u>	<u>2,679</u>	<u>2,120</u>

<u>Function - Account Name and Number</u>	<u>FY 1977 (actual)</u>	<u>FY 1978 (estimate)</u>	<u>FY 1979 (estimate)</u>
350 Agriculture			
Price Support and Related Programs			
12-4336-0-3-351	5,506	---	478
Total Major Accounts	5,506	--	478
Total Other Accounts	547	443	1,011
Total Function	<u>6,053</u>	<u>443</u>	<u>1,489</u>
370 Commerce and Housing Credit			
Federal Home Loan Bank Board			
Revolving Fund			
82-4035-0-3-371	3,971	3,960	3,962
Federal Housing Administration Fund			
86-4070-0-3-371	2,027	2,113	2,305
Federal Savings and Loan Insurance			
Corporation Fund			
82-4037-0-3-371	5,446	5,821	6,284
Loans to Federal National Mortgage			
Association			
86-4319-0-3-371	2,250	2,250	2,250
Special Assistance Functions Fund			
86-4205-0-3-371	5,090	--	--
Emergency Mortgage Purchase Assistance			
86-4207-0-3-371	8,187	300	--
Investment in Federal Deposit Insurance			
Corporation			
51-0202-0-1-371	3,000	3,000	3,000
Federal Deposit Insurance Corporation			
51-8419-0-8-371	7,300	7,586	8,531
Total Major Accounts	37,271	25,030	26,332
Total Other Accounts	3,408	3,373	3,043
Total Function	<u>40,679</u>	<u>28,403</u>	<u>29,375</u>

<u>Function - Account Name and Number</u>	<u>FY 1977 (actual)</u>	<u>FY 1978 (estimate)</u>	<u>FY 1979 (estimate)</u>
400 Transportation			
Urban Mass Transportation Fund			
69-1119-0-1-401 1/	9,624	6,953	4,257
Total Major Accounts	9,624	6,953	4,257
Total Other Accounts	8,521	7,061	9,399
Total Function	<u>18,145</u>	<u>14,014</u>	<u>13,656</u>
450 Community and Regional Development			
Total Major Accounts	--	--	--
Total Function	<u>2,449</u>	<u>1,959</u>	<u>1,965</u>
500 Education, Training, Employment, and Social Services			
Employment and Training Assistance	1,860	--	--
16-0174-0-1-504			
Total Major Accounts	1,860	--	--
Total Other Accounts	4,325	1,288	1,029
Total Function	<u>6,185</u>	<u>1,288</u>	<u>1,029</u>
550 Health			
Federal Hospital Insurance Trust Fund 2/			
20-8005-2-7-551	10,886	11,426	12,967
Total Major Accounts	10,886	11,426	12,967
Total Other Accounts	2,788	4,138	4,849
Total Function	<u>13,674</u>	<u>15,564</u>	<u>17,816</u>

<u>Function - Account Name and Number</u>	<u>FY 1977 (actual)</u>	<u>FY 1978 (estimate)</u>	<u>FY 1979 (estimate)</u>
600 Income Security			
Advances to the Unemployment Trust Fund and Other Funds	1,980	--	--
16-0327-0-1-603			
Subsidized Housing Programs	9,852	7,066	--
86-0139-0-1-604			
Civil Service Retirement and Disability Fund	48,686	55,368	62,339
24-8135-0-7-602			
Federal Old-Age and Survivors Insurance Trust Fund	29,129	23,459	19,565
20-8006-0-7-601			
Total Major Accounts	89,647	85,893	81,904
Total Other Accounts	8,848	6,734	6,192
Total Function	<u>98,495</u>	<u>92,627</u>	<u>88,096</u>
700 Veterans Benefits and Services			
National Service Life Insurance Fund	7,127	7,390	7,584
36-8132-0-7-701			
Total Major Accounts	7,127	7,390	7,584
Total Other Accounts	4,484	4,012	3,413
Total Function	<u>11,611</u>	<u>11,402</u>	<u>10,997</u>
750 Administration of Justice			
Total Major Accounts	--	--	--
Total Function	<u>320</u>	<u>114</u>	<u>100</u>
800 General Government			
Total Major Accounts	--	--	--
Total Function	<u>696</u>	<u>371</u>	<u>394</u>

<u>Function - Account Name and Number</u>	<u>FY 1977 (actual)</u>	<u>FY 1978 (estimate)</u>	<u>FY 1979 (estimate)</u>
850 General Purpose Fiscal Assistance N.Y. City Seasonal Financing Fund 20-4069-0-3-852	2,300	--	--
Total Major Accounts	2,300	--	--
Total Other Accounts	378	208	206
Total Function	<u>2,678</u>	<u>208</u>	<u>206</u>
900 Interest	--	--	--
Total Major Accounts	--	--	--
Total Function	<u>--</u>	<u>**</u>	<u>--</u>
990 Multiple Functions			
Tennessee Valley Authority Fund 64-4110-0-3-999	7,293	5,374	3,940
Total Major Accounts	7,293	5,374	3,940
Total Other Accounts	9,240	11,757	17,137
Total Function	<u>16,533</u>	<u>17,131</u>	<u>21,077</u>
Grand total major accounts	181,364	152,728	149,500
Grand total other accounts	<u>73,827</u>	<u>67,696</u>	<u>74,801</u>
Grand total all budget functions	<u>255,191</u>	<u>220,424</u>	<u>224,301</u>

1/ The Urban Mass Transportation Fund account number changed in the fiscal year 1979 budget from 69-4119-0-3-404 to 69-1119-0-1-401.

2/ In the fiscal year 1979 budget, the Federal Hospital Insurance Trust Fund, 20-8005-0-7-551, was transferred from the Social Security Administration to the Health Care Financing Administration.

** Less than \$500 thousand

TAB 8
UNOBLIGATED BALANCES
AGENCY

UNOBLIGATED BALANCES BY AGENCY

The term agency as used here refers to major departments or other units of the Federal Government. Smaller executive agencies are grouped under Other Independent Agencies. Government-wide unobligated balances by agency from fiscal years 1972 to 1979 are listed on page 2.

The percent of the total civil unobligated balance of \$268,860 million contained in each of the agencies at the end of fiscal year 1976 is shown on the chart on page 3 and illustrated on page 4. This chart shows both fiscal year 1976 balances from the fiscal year 1978 Budget and the more recent fiscal year 1976 amounts from the fiscal year 1979 Budget. The more recent "actuals" are 9 percent lower than the figures published in the fiscal year 1978 Budget.

The percent of the total civil unobligated balance of \$235,191 million in each of the agencies at the end of fiscal year 1977 is shown on the chart on page 5 and illustrated on page 6. In both fiscal years 1976 and 1977, the largest total unobligated balances were in the Department of Health, Education and Welfare; the Department of Housing and Urban Development; and the Civil Service Commission.

GOVERNMENT-WIDE UNOBLIGATED BALANCES BY AGENCY
(in millions of dollars)

Department or Other Unit	Actual Fiscal Year 1972	Actual Fiscal Year 1973	Actual Fiscal Year 1974	Actual Fiscal Year 1975	Actual Fiscal Year 1976	Actual Fiscal Year 1977	Estimated Year 1978	Estimated Year 1979
Legislative Branch.....	158	191	211	264	234	222	96	72
The Judiciary.....	8	9	9	23	40	23	52	58
Executive Office of the President.....	2	3	*	1	4	*	-	-
Funds appropriated to the President:								
Intl. security assistance.....	916	1,318	5,557	7,020	11,059	9,975	120	16
Intl. development assistance.....	5,159	8,672	10,645	10,373	11,425	10,277	11,463	12,766
Other.....	27	80	244	461	574	327	28	25
Agriculture.....	1,583	3,205	7,086	12,642	13,801	12,223	848	1,756
Commerce.....	283	357	321	638	722	714	646	367
Defense-Military.....	11,872	12,689	15,122	16,731	24,049	21,031	20,719	20,905
Defense-Civil.....	230	398	220	179	215	243	185	64
Health, Education, and Welfare.....	44,277	46,283	51,802	55,853	54,307	50,674	42,227	40,614
Housing and Urban Development.....	13,214	12,818	33,791	59,279	48,395	32,105	16,774	9,125
Interior.....	979	1,023	981	2,483	2,485	2,461	1,277	893
Justice.....	205	104	155	173	192	144	94	85
Labor.....	10,204	11,576	13,224	14,445	9,354	6,933	12,130	15,225
State.....	75	109	178	389	250	228	356	349
Transportation.....	10,485	5,984	14,410	21,583	21,612	23,063	13,439	13,551
Treasury.....	64	73	91	163	2,535	2,821	263	295
Atomic Energy Commission (Energy Research and Development Administration).....	250	498	358	412	694	759	937	2,139
Environ. Protection Agency.....	1,534	5,467	8,134	11,719	7,656	6,857	2,097	1,598
General Services Administration.....	255	382	13	50	196	203	156	162
National Aeronautics and Space Administration.....	253	523	485	468	425	407	385	56
Veterans Administration.....	8,895	9,378	9,592	9,696	10,439	10,892	11,402	10,996
Civil Service Commission.....	27,842	30,882	34,076	38,253	42,951	42,136	49,024	62,637
Export-Import Bank.....							1,619	1,097
Federal Deposit Insurance Corporation.....	7,718	8,318	8,638	9,088	6,547	6,503	10,300	11,531
Federal Home Loan Bank Board.....	7,545	7,854	8,196	9,271	7,322	7,492	9,417	10,246
Postal Service.....	10,216	9,498		3,977	-	-	-	-
Railroad Retirement Board.....	4,593	4,411	4,326	3,977	3,729	3,178	2,874	2,382
Other independent agencies.....	4,354	4,658	3,412	2,824	11,638	11,974	7,686	5,966
Allowances.....								
Total.....	177,185	186,561	234,275	288,276	392,909	364,465	230,421	224,301
Federal funds.....	71,103	77,022	103,476	155,141	155,004	128,819	87,101	79,291
Trust funds.....	106,282	109,239	130,303	133,129	137,305	135,646	133,323	145,019
Total.....	177,185	186,561	234,275	288,276	292,309	264,465	230,421	224,301

* \$500 thousand or less

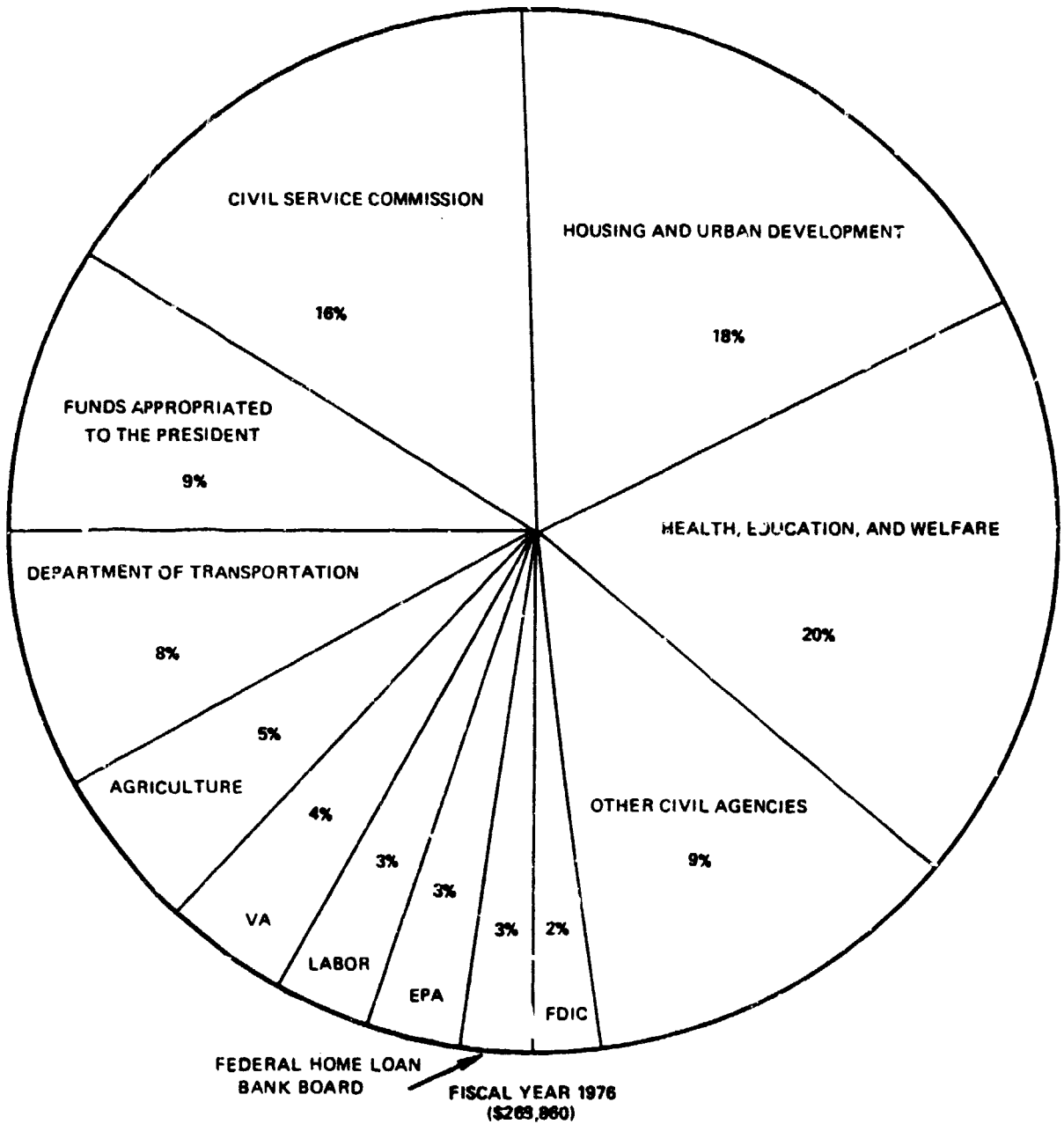
Source: Budget of the United States Government, Fiscal Years 1974-1979.

CIVIL AGENCIES ACTUAL UNOBLIGATED BALANCES
FISCAL YEAR 1976
(in millions of dollars)

<u>Agency</u>	<u>Actual unobligated balance</u>	<u>Percent of total</u>	<u>Revised actual unobligated balance 1/</u>	<u>Percent of total</u>
Health, Education, and Welfare	54,307	20	50,766	20
Housing and Urban Development	48,395	18	33,725	14
Civil Service Commission	42,951	16	42,135	17
Funds Appropriated to the President	23,058	9	21,102	9
Transportation	21,612	8	23,063	9
Agriculture	13,801	5	12,223	5
Veterans Administration	10,439	4	10,892	4
Labor	9,354	3	6,939	3
Environmental Protection Agency	7,656	3	6,857	3
Federal Home Loan Bank Board	7,322	3	7,492	3
Federal Deposit Insurance Corporation	6,547	2	9,501	4
Other civil agencies	<u>23,418</u>	<u>9</u>	<u>22,986</u>	<u>9</u>
	<u>268,860</u>	<u>100</u>	<u>247,681</u>	<u>100</u>

1/ Revised actual balances for fiscal year 1976 were taken from the fiscal year 1979 Budget, in which they are displayed as Balances Available, Beginning of Fiscal Year 1977. As this chart demonstrates, there were differences between actual balances published in the fiscal year 1978 Budget and the more recent figures published in the fiscal year 1979 Budget.

**CIVIL AGENCIES ACTUAL UNOBLIGATED BALANCES-
FISCAL YEAR 1976 (MILLIONS OF DOLLARS)**



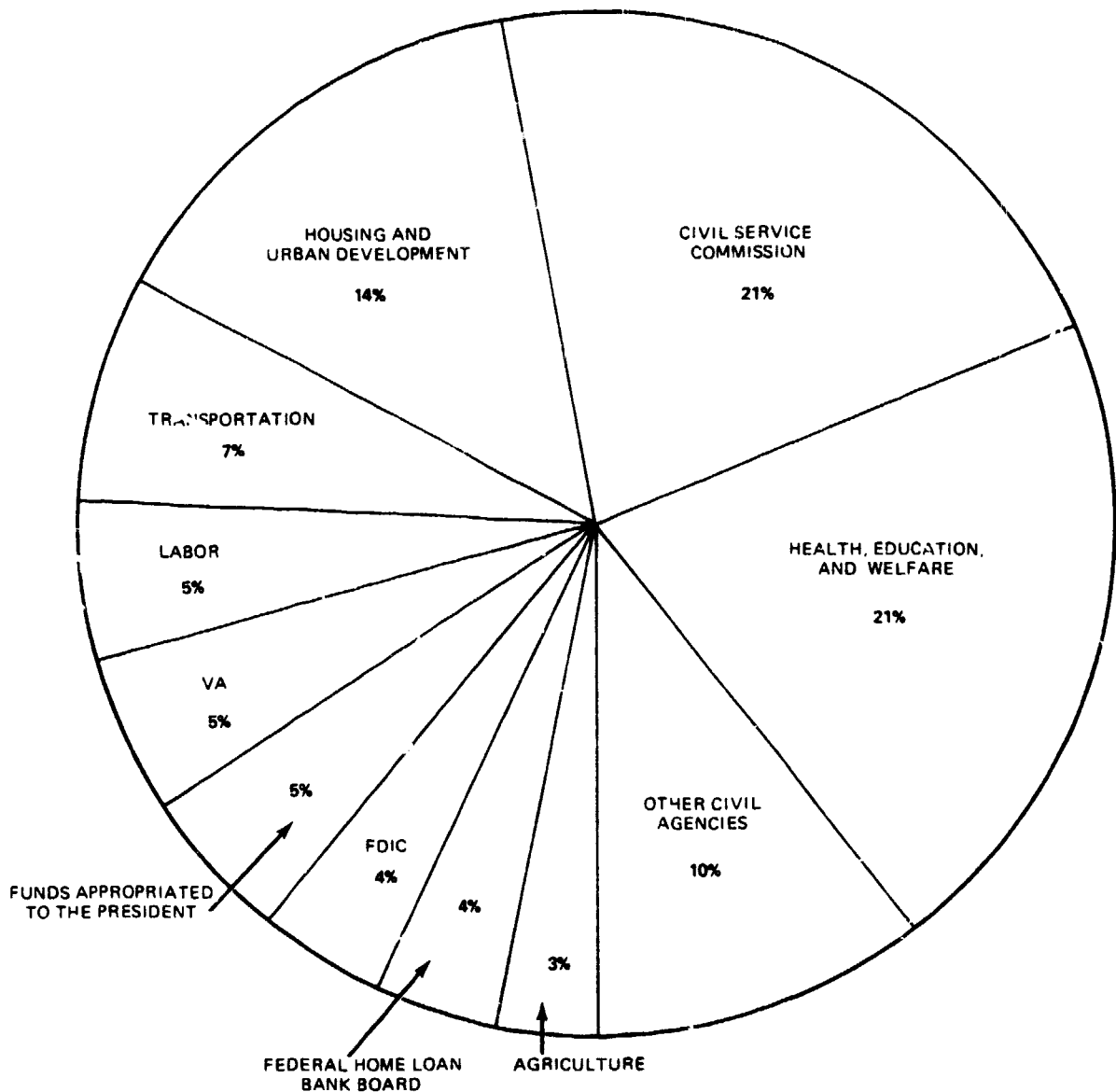
SOURCE: BUDGET OF THE UNITED STATES GOVERNMENT, FISCAL YEAR 1978

CIVIL AGENCIES ACTUAL UNOBLIGATED BALANCES
FISCAL YEAR 1977
(in millions of dollars)

Agency	<u>Actual unobligated balance</u>	<u>Percent of total 1/</u>
Health, Education and Welfare	49,113	21
Civil Service Commission	49,024	21
Housing and Urban Development	33,426	14
Transportation	17,321	7
Labor	12,130	5
Veterans Administration	11,610	5
Funds Appropriated to the President	11,260	5
Federal Deposit Insurance Corporation	10,300	4
Federal Home Loan Bank Board	9,417	4
Agriculture	7,106	3
Other civil agencies	<u>24,484</u>	<u>10</u>
Total	<u><u>235,191</u></u>	<u><u>100</u></u>

1/Percentages total 99% due to rounding.

**CIVIL AGENCIES ACTUAL UNOBLIGATED BALANCES -
FISCAL YEAR 1977 (MILLIONS OF DOLLARS)**



FISCAL YEAR 1977
(\$235,191)

PERCENTAGES TOTAL 99% DUE TO ROUNDING.

SOURCE: BUDGET OF THE UNITED STATES GOVERNMENT
FISCAL YEAR 1979

TAB 9
RELATION OF BUDGET AUTHORITY
TO UNOBLIGATED BALANCES

RELATION OF BUDGET AUTHORITY TO UNOBLIGATED BALANCES

Our analysis of unobligated balances relative to available funds 1/ for fiscal years 1964 through 1976 illustrates:

--the average change in unobligated balances when an agency's available funds increase,

--whether the share of available funds unobligated is constant or changing over time and whether this share is large or small.

We used this data to describe how available funds affect unobligated balances for nineteen agencies, as well as aggregate totals. Housing and Urban Development, General Services Administration, Civil Service Commission, U.S. Postal Service, Federal Deposit Insurance Corporation and smaller independent agencies were excluded from the analysis because sufficient data for these agencies was not readily available.

First, we looked at annual increases in available funds for each of the nineteen agencies to determine the share of the increase which remained unobligated at the end of the fiscal year. Then we calculated, for the timeframe, the average portion of each dollar (received as an increase in available funds) which an agency did not obligate during a fiscal year. The share of each additional dollar of available funds which agencies retained in unobligated balances ranged from 2 to 87 cents. Funds Appropriated to the President, Transportation, Environmental Protection Agency, and Agriculture ranked far above all other agencies retaining, on the average, 87, 76, 72, and 71 cents, respectively, of each additional dollar they received. Agencies which ranked lowest were the National Aeronautics and Space Administration, Defense-Civil, Treasury, and the Executive Office of the President, all of which obligated 94 cents or more of each extra dollar they received. In aggregate for all agencies, 42 cents of each additional dollar remained unobligated at the end of the fiscal year.

Second, for each year during the sample timeframe, we examined the ratio of unobligated balances to available funds for each agency. We determined whether the ratio was increasing, decreasing, or remaining relatively stable over the timeframe. We found that the aggregate ratio of all agencies remained relatively constant at approximately 42 percent.

1/ We defined an agency's available funds as budget authority plus unobligated balances remaining from prior years. Data was then collected for individual agencies from The Budget of the United States, Fiscal Years 1964 through 1979.

A majority of the agencies also had stable ratios of unobligated balances to available funds over time, with some notable exceptions.

Three agencies had decreasing ratios of unobligated balances to available funds: (1) Veterans Administration's ratio decreased from 58 to 36 percent; (2) HEW's ratio declined from 52 to 32 percent; and (3) Labor's ratio dropped more sharply from 89 to 38 percent.

Five agencies had increases in the ratio of unobligated balances to available funds: (1) Judiciary's ratio increased from 0 to 9 percent; (2) State's ratio increased from 8 to 24 percent; (3) the ratio in Funds Appropriated to the President climbed from 61 to 76 percent; (4) Transportation's ratio increased from 32 to 66 percent; and (5) Agriculture's ratio jumped sharply from 7 to 51 percent. The Environmental Protection Agency was the only agency which had a high and constant ratio (72 percent) of unobligated balances to available funds based on a seven-year average. Agencies with the smallest ratios were Executive Office of the President (2 percent) and Department of Treasury (4 percent).

Our analysis illustrates the relative portions of available funds and increases in available funds which agencies retained as unobligated balances. However, we cannot answer why the balances existed or why there was such a wide variation between agencies. A more refined analysis of selected agency accounts or specified agency funds (for example, Federal as opposed to trust) would distinguish between discretionary and non-discretionary increases in available funds. Thus, it could be determined whether the findings above represent real choices of agencies or whether the results were dictated by the nature of the programs and/or type of funds involved.

UNOBLIGATED BALANCES RELATIVE TO AVAILABLE FUNDS 1/

<u>Agency</u>	<u>Increase in unobligated balances in response to a dollar increase in available funds</u>	<u>Percent of unobligated balances to available funds</u>
Funds Appropriated to the President	\$.87	.61-.76 (increasing over time)
Transportation	.76	.32-.66 (increasing over time)
Environmental Protection Agency	.72	.72
Agriculture	.71	.07-.51 (increasing over time)
Interior	.34	.34
State	.30	.08-.24 (increasing over time)
Legislative Branch	.26	.26
Health, Education, and Welfare	.26	.52-.32 (decreasing over time)
Commerce	.24	.24
Veterans Administration	.17	.58-.36 (decreasing over time)
Defense-Military	.14	.14
Energy Research and Development Administration	.13	.13
Labor	.12	.89-.38 (decreasing over time)
The Judiciary	.11	0-.09 (increasing over time)
Justice	.07	.07
National Aeronautics and Space Administration	.06	.06
Defense-Civil	.06	.06
Treasury	.04	.04
Executive Office of the President	.02	.02
All agencies, combined	.42	.42

1/ --Housing and Urban Development, General Services Administration, Civil Service Commission, U.S. Postal Service, Federal Deposit Insurance Corporation, and smaller independent agencies were excluded because sufficient data was not readily available.

--At least 11-year averages (except Environmental Protection Agency which is a seven-year average).

--Available funds equals budget authority plus unobligated balances from prior years.

SOURCE: Budget of the United States Government, Fiscal Years 1966-1978.

RELATION OF TOTAL AVAILABLE FOR OBLIGATION TO UNOBLIGATED BALANCES

This analysis includes the fifteen Federal fund accounts and five trust fund accounts with the largest unobligated balances at the end of fiscal year 1977. (See data in Tabs 15 and 16.) Total available for obligation (TAO) during a fiscal year is the sum total of: (1) total obligations; (2) unobligated balance available (end of year); and (3) unobligated balances lapsing.

CIVIL FEDERAL FUNDS

From fiscal year 1972-1977, ten of the selected Federal fund accounts experienced dollar increases in TAO. In three of the accounts, data available was insufficient for analysis. In two other accounts, TAO was unchanged from fiscal year 1972 to 1977. The largest dollar increase in TAO (\$9,162 million or 311 percent) was in the Urban Mass Transportation Fund. The smallest increase (\$690 million or 13 percent) was in the Special Assistance Functions Fund.

In the 11 accounts for which data was available, the average percent of TAO derived from unobligated balances in fiscal year 1972 was 65 percent. By fiscal year 1977, this increased to 77 percent. In 9 of the fifteen accounts over a six-year period, an average of 50 percent or more of TAO was derived from unobligated balances. In two accounts, Investment in Federal Deposit Insurance Corporation and Loans to Federal National Mortgage Association, 100 percent of TAO was derived from unobligated balances each year from fiscal years 1972 to 1977. Of the fifteen accounts, the one with the smallest percentage of TAO derived from unobligated balances, on the average, was Advances to the Unemployment Trust Fund and Other Funds.

**TOTAL AVAILABLE FOR OBLIGATION
FIFTEEN SELECTED FEDERAL FUNDS
FY 1972-1977 (millions of dollars)**

<u>Account</u>	<u>Total available for obligation</u>		<u>Change</u>		<u>Unobligated as percent of TAO (6-year average)</u>
	<u>FY 1972</u>	<u>FY 1977</u>	<u>Increase</u>	<u>Decrease</u>	
1. Subsidized Housing Programs 86-0139-0-1-604 ^{1/}	--	40,418	*	*	**
2. International Financial Institutions 11-0050-0-1-151	8,508	10,781	2,273 (27%)	--	94
3. Urban Mass Transportation Fund 69-1119-0-1-401	2,945	12,107	9,162(311%)	--	83
4. Emergency Mortgage Purchase Assistance ^{1/} 86-4207-0-3-371	--	9,779	*	*	**
5. Tennessee Valley Authority Fund 64-4110-0-3-999	3,554	10,609	7,055(199%)	--	62

^{1/} This account first appeared in the fiscal year 1979 Budget Appendix.

Account	Total available for obligation FY 1972	FY 1977	Change Increase	Decrease	Unobligated as percent of TAO (6-year average)
6. Price Support and Related Programs 12-4336-0-3-351	10,113	14,922	4,809(48%)	--	48
7. Federal Savings and Loan Insurance Corp. Fund 82-4037-0-3-371	3,580	5,585	2,005(56%)	--	98
8. Special Assistance Functions Fund 86-4205-0-3-371	5,141	5,831	690(13%)	--	66
9. Federal Home Loan Bank Board Revolving Fund 82-4035-0-3-371	46	4,082	4,036(877%)	--	72
10. Investment in Federal Deposit Insurance Corp. 51-0202-0-1-371	3,000	3,000	--	--	100
11. N.Y. City Seasonal Financing Fund 1/ 20-4069-0-3-852	--	4,360	*	*	**

1/ This account first appeared in the fiscal year 1975 Budget Appendix.

* Insufficient data available to determine charge.

** Insufficient data available to determine average percent.

<u>Account</u>	<u>Total available for obligation</u>		<u>Change</u>		<u>Unobligated as percent of TAO (6-year average)</u>
	<u>FY 1972</u>	<u>FY 1977</u>	<u>Increase</u>	<u>Decrease</u>	
12. Loans to Federal National Mortgage Association 86-4319-0-3-371	2,250	2,250	--	--	100
13. Federal Housing Administration Fund 86-4070-0-3-371	2,737	3,598	861 (31%)	--	51
14. Advances to the Unemployment Trust Fund & Other Funds 16-0327-0-1-603	600	6,309	5,709(952%)	--	31
15. Employment and Training Assistance 16-0174-0-1-504	1,758	5,991	4,233(241%)	--	<u>49</u>
				<u>Average:</u>	<u>71</u>

CIVIL TRUST FUNDS

From fiscal year 1972 to 1977, all five of the selected trust funds experienced increases in total available for obligation (TAO). The largest dollar increase (\$34,319 million or 49 percent) was in the Federal Old-Age and Survivors Insurance Trust Fund. The smallest dollar increase (\$1,101 million or 16 percent) was in the National Service Life Insurance Fund.

During fiscal year 1972, the average percent of TAO derived from unobligated balances in the five accounts was 70 percent. By fiscal year 1977, this declined to 67 percent. On the average, the Federal Deposit Insurance Corporation derived the greatest percent (95 percent) of TAO from unobligated balances. The account which derived the smallest average percent of TAO from unobligated balances was the Federal Old-Age and Survivors Insurance Trust Fund (42 percent).

TOTAL AVAILABLE FOR OBLIGATION
FIVE SELECTED TRUST FUNDS
FY 1972-1977 (millions of dollars)

<u>Account</u>	<u>Total available for obligation</u>		<u>Change</u>		<u>Unobligated as percent of TAO (5-year average)</u>
	<u>FY 1972</u>	<u>FY 1977</u>	<u>Increase</u>	<u>Decrease</u>	
1. Civil Service Retirement and Disability Fund 24-8135-0-7-602	31,491	58,381	26,890 (85%)	--	87
2. Federal Old-Age and Survivors Insurance Trust Fund 20-8006-0-7-601	69,419	103,738	34,319 (49%)	--	42
3. Federal Hospital Insurance Trust Fund 20-8005-0-7-551	9,076	26,158	17,082 (188%)	--	47
4. Federal Deposit Insurance Corporation 51-8419-0-8-371	4,838	7,633	2,795 (58%)	--	95
5. National Service Life Insurance Fund 36-8132-0-7-701	7,024	8,125	1,101 (16%)	--	89
				Average:	<u>72</u>

TAB 10
LAPSING AUTHORITY

LAPSING AUTHORITY

Budget authority may be classified by the period of availability (1-year, multiple year and no year). One year or annual authority is available for obligation only during a specified fiscal year and expires at the end of that time. Multiple-year authority is available for a specified period of time in excess of one fiscal year. No-year authority remains available for obligation for an indefinite period of time, usually until the objectives for which the authority was made available are attained. Unobligated balances lapsing are appropriations that are no longer available for obligation.

The following figures show the largest amounts available for obligation during the period that ceased to be available during or at the end of the fiscal period (other than amounts rescinded by law, capital transfers, and redemption of agency debt where borrowing authority does not revolve). Unobligated balances expiring for obligation, amounts written off by administrative action, unobligated balances recovered into Treasury as miscellaneous receipts or returned to unappropriated receipts are included. The data is presented by agency for fiscal years 1977 through 1979, and numerous small amounts are categorized under Other accounts.

UNOBLIGATED BALANCES LAPSING
(in millions of dollars)

	FY 1977 (actual)	FY 1978 (estimate)	FY 1979 (estimate)
<u>Funds Appropriated to the President</u>			
<u>Advances, Foreign Military Sales</u>			
11-8242-0-7-155	9,140	0	0
<u>Military Assistance</u>			
11-0080-0-1-152	4	40 ^{1/2}	0
<u>Department of Agriculture</u>			
<u>Loans</u>			
12-3197-0-1-271	456	0	0
<u>Forest Roads</u>			
12-2263-0-1-302	51	0	0
<u>Forest Protection and Utilization</u>			
12-1110-0-1-302	28	0	0
<u>Agricultural Conservation Program</u>			
12-3315-0-1-302	0	31	0
<u>Department of Defense - Military</u>			
<u>Procurement of Ammunition, Army</u>			
21-2034-0-1-051	193	0	0
<u>Military Personnel, Army</u>			
21-2010-0-1-051	64	0	0
<u>Other Procurement, Army</u>			
21-2035-0-1-051	60	0	0
<u>Military Personnel, Navy</u>			
17-1453-0-1-051	55	0	0

^{1/2} Amount for which a recission has been proposed.

UNOBLIGATED BALANCES LAPSING (Cont'd.)
(in millions of dollars)

	FY 1977 (actual)	FY 1978 (estimate)	FY 1979 (estimate)
<u>Department of Defense - Military (Cont'd.)</u>			
<u>Aircraft Procurement, Air Force</u>			
57-3010-0-1-051	46	0	0
<u>Operation and Maintenance, Army</u>			
21-2020-0-1-051	45	0	0
<u>Army Stock Fund</u>			
21-4991-0-4-051	4	141	10
<u>Department of Health, Education and Welfare</u>			
<u>Supplemental Security Income Program</u>			
75-0406-0-1-604	268	0	0
<u>Department of Interior</u>			
<u>Brought Emergency Assistance</u>			
14-0683-0-1-301	47	0	0
<u>Land and Water Conservation Fund</u>			
14-5005-0-2-303	30	30	30
<u>Department of Labor</u>			
<u>Special Benefits</u>			
16-1521-0-1-600	41	0	0
<u>Advances to the Unemployment Trust Fund and Other Funds</u>			
16-0327-0-1-603	0	1,380	0
<u>Department of State</u>			
<u>Contributions for International Peacekeeping Activities</u>			
19-1124-0-1-153	1	5 ^{1/}	0

^{1/} Amount for which a recession has been proposed.

UNOBLIGATED BALANCES LAPSING (Cont'd.)
(in millions of dollars)

	FY 1977 (actual)	FY 1978 (estimate)	FY 1979 (estimate)
<u>Department of Transportation</u>			
<u>Railroad Transportation Employment and Improvement</u>			
69-0707-0-1-401	113	0	0
<u>Department of Housing and Urban Development</u>			
<u>Subsidized Housing Programs</u>			
86-0139-0-1-604	1,558	851	0
<u>Management and Liquidating Functions Fund</u>			
86-4016-0-3-371	8	15	10
<u>Federal Home Loan Bank Board</u>			
<u>Revolving Fund</u>			
82-4035-0-3-371	0	10 ^{1/}	0
Other accounts	699	17	243
Total unobligated balances lapsing government-wide	<u>12,910</u>	<u>2,520</u>	<u>293</u>

^{1/} Amount for which a recission has been proposed.

TAB 11
OBLIGATED BALANCES

OBLIGATED BALANCES

Obligated balances are the amount of obligations already incurred for which payment has not yet been made. These balances can be carried forward indefinitely until the obligations are paid.

The majority of obligated balances are from Federal funds rather than trust funds. The following table presents obligated balances by agency from fiscal years 1972 to 1979 and obligated amounts for Federal and trust funds for the same period.

GOVERNMENT-WIDE OBLIGATED BALANCES BY AGENCY
(in millions of dollars)

Department or Other Unit	Actual Fiscal Year 1972	Actual Fiscal Year 1973	Actual Fiscal Year 1974	Actual Fiscal Year 1975	Actual Fiscal Year 1976	Actual FY	Actual FY	Actual FY	Estimated Fiscal Year 1978	Estimated Fiscal Year 1979
Legislative Branch.....	57	69	69	7	169	174	211	300	308	
The Judiciary.....	16	18	21	29	32	38	41	46	48	
Executive Office of the President.....	10	42	47	26	12	14	18	12	13	
Funds appropriated to the President:										
Intl. security assistance.....	5,890	7,599	9,814	13,113	16,081	15,440	17,402	20,636	23,696	
Intl. development assistance.....	3,788	4,524	4,512	4,689	3,705	3,726	4,147	5,063	6,650	
Other.....	1,818	1,964	1,871	1,292	1,017	1,070	1,393	1,133	967	
Agriculture.....	6,956	5,199	4,472	4,335	5,205	5,770	9,028	9,294	11,171	
Commerce.....	1,333	1,679	1,762	1,584	1,838	1,764	7,263	5,253	3,838	
Defense-Military.....	24,005	26,941	28,608	27,266	27,640	30,383	42,689	51,783	61,679	
Defense-Civil.....	419	537	811	596	632	674	827	1,149	1,181	
Health, Education, and Welfare.....	13,672	16,694	19,117	20,207	18,493	23,253	25,004	30,533	36,115	
Housing and Urban Development.....	8,666	10,233	84,508	105,014	126,740	140,411	166,748	199,423	228,618	
Interior.....	1,017	1,212	1,284	1,372	1,395	1,582	1,852	2,551	2,883	
Justice.....	819	1,150	1,217	1,235	1,146	1,173	1,007	1,028	960	
Labor.....	1,580	1,730	1,628	2,495	2,201	2,230	5,714	3,383	2,910	
State.....	73	126	114	228	183	250	249	437	466	
Transportation.....	10,018	9,959	10,967	14,751	12,825	13,276	15,618	18,672	20,115	
Treasury.....	189	1,871	1,883	1,985	1,978	2,113	2,034	2,048	9,062	
Atomic Energy Commission (Energy Research and Development Administration).....	1,117	1,110	1,452	1,791	2,265	2,412	3,636	6,155	5,974	
Environ. Protection Agency.....	2,028	4,355	5,510	7,909	9,626	9,499	13,077	13,094	13,544	
General Services Administration.....	504	422	382	207	318	294	371	466	441	
National Aeronautics and Space Administration.....	1,271	1,091	918	897	820	815	709	1,102	1,210	
Veterans Administration.....	1,498	1,429	1,769	1,700	2,068	2,141	2,304	2,545	2,552	
Civil Service Commission.....	1,506	1,682	1,980	2,459	2,994	3,062	3,565	4,113	4,706	
Export-Import Bank.....					7,508	7,619	8,660	5,951	7,289	
Federal Deposit Insurance Corporation.....	387	325	229	187	218	128	182	274	274	
Federal Home Loan Bank Board.....	42	-26		-10	18	26	13	-1	1	
Postal Service.....	1,355	1,940			288		353	332	342	
Railroad Retirement Board.....	172	209	232	256	288	292	353	332	342	
Other independent agencies.....	2,149	2,646	3,215	2,897	3,918	3,957	4,244	5,094	5,738	
Allowances.....										
Total.....	97,354	106,728	188,512	218,629	251,134	273,585	335,174	393,570	455,154	
Federal funds.....	73,359	84,311	763,435	185,459	216,190	238,078	296,341	348,714	405,176	
Trust funds.....	18,985	22,417	24,977	33,169	35,143	35,507	39,017	44,856	49,979	
Total.....	97,354	106,728	188,512	218,629	251,134	273,585	335,174	393,570	455,154	

* \$500 thousand or less

Source: Budget of the United States Government, Fiscal Years 1974-1979.

TAB 12
RELATION OF DOD AND
CIVIL UNEXPENDED BALANCES

RELATION OF DEPARTMENT OF DEFENSE AND CIVIL UNEXPENDED BALANCES

Although DOD balances are only estimated to be about 9 percent of total unobligated balances for fiscal year 1978, this does not reflect the varying types of balances involved. Of the \$219,892 million estimated fiscal year 1978 unobligated balances (see page 2), \$137,759 million are in civil trust fund accounts such as the Civil Service Retirement and Disability Fund and the Federal Old Age and Survivors Insurance Fund. Of the remaining \$82,133 million, \$19,428 million or 24 percent are DOD balances. This excludes DOD balances of less than \$20 million (this category makes up less than one percent of total unobligated balances) and small amounts potentially categorized under other agencies within the primary categories. Excluding the \$35,033 million Civil Guarantee and Insurance programs for which appropriations and other budget authority are provided for contingency backup, reserves, and debt redemption, DOD balances become 41 percent of remaining unobligated balances. These DOD balances are primarily in the Procurement program category. Estimates for fiscal year 1978 provide that DOD will make up 100 percent of unobligated balances in Procurement programs. Based on actual figures for fiscal year 1976, DOD made up 96 percent of unobligated balances in Procurement programs.

The relation of DOD and civil balances to total unobligated balances without regard to the type of balance involved is illustrated on page 3. The four bar charts (pages 4-7) show the relation of DOD and civil balances within each of the OMF intended use categories from fiscal years 1976 to 1978. The procurement category is the area in which DOD unobligated balances are dominant.

The DOD obligated balances for fiscal year 1976 were 17 percent of total obligated balances (see page 8). The relation between civil and DOD obligated balances is illustrated by the bar chart on page 9.

Unobligated Balances
(in millions of dollars)

	1976 Actual	Percent of Category	Percent of total 1/ Actual	Percent of category	Percent of total 1/ Estimate	1977 Estimate	Percent of Category	Percent of total 1/ Estimate	1978 Estimate	Percent of Category	Percent of total
Guarantee and Insurance Programs - Civil	34,266	100	12	100	12	34,573	100	15	35,033	100	16
Guarantee and Insurance Programs - DOD	--	--	--	--	--	--	--	--	--	--	--
Loan Programs - Civil	18,979	96	6	99	7	18,635	100	8	1,874	100	1
Loan Programs - DOD	820	4	*	1	*	12	*	*	9	*	*
Procurement Programs - Civil	661	4	*	4	*	465	4	*	- 17	*	*
Procurement Programs - DOD	16,945	96	6	96	6	12,389	96	5	14,767	100	7
Construction and Land Programs - Civil	57,540	94	19	93	15	20,663	92	9	15,581	92	7
Construction and Land Programs - DOD	3,659	6	1	7	1	1,782	8	1	1,425	8	1
Research and Development Programs - Civil	1,168	63	*	61	*	101	20	*	4	1	*
Research and Development Programs - DOD	679	37	*	39	*	394	80	*	445	99	*
Other Balances - Civil	19,584	89	7	87	6	11,452	83	5	9,743	78	4
Other Balances - DOD	2,512	11	1	13	1	2,316	17	1	2,782	22	1
Balances less than \$20 million 2/	1,790	NA	1	NA	*	559	NA	*	489	NA	*
Trust Fund - Civil 3/	127,131	93	43	93	47	126,211	100	55	137,759	100	63
Trust Fund - DOD	10,174	7	3	7	4	--	--	--	--	--	--
Total - Civil 4/	261,119	88	NA	88	NA	212,659	93	NA	200,466	91	NA
Total - DOD	34,789	12	NA	12	NA	16,893	7	NA	19,428	9	NA
Total	295,909		100		100	229,551		100	219,892		100

* Less than 1/2 of 1 percent

NA - Not Applicable

1/ Does not add due to rounding

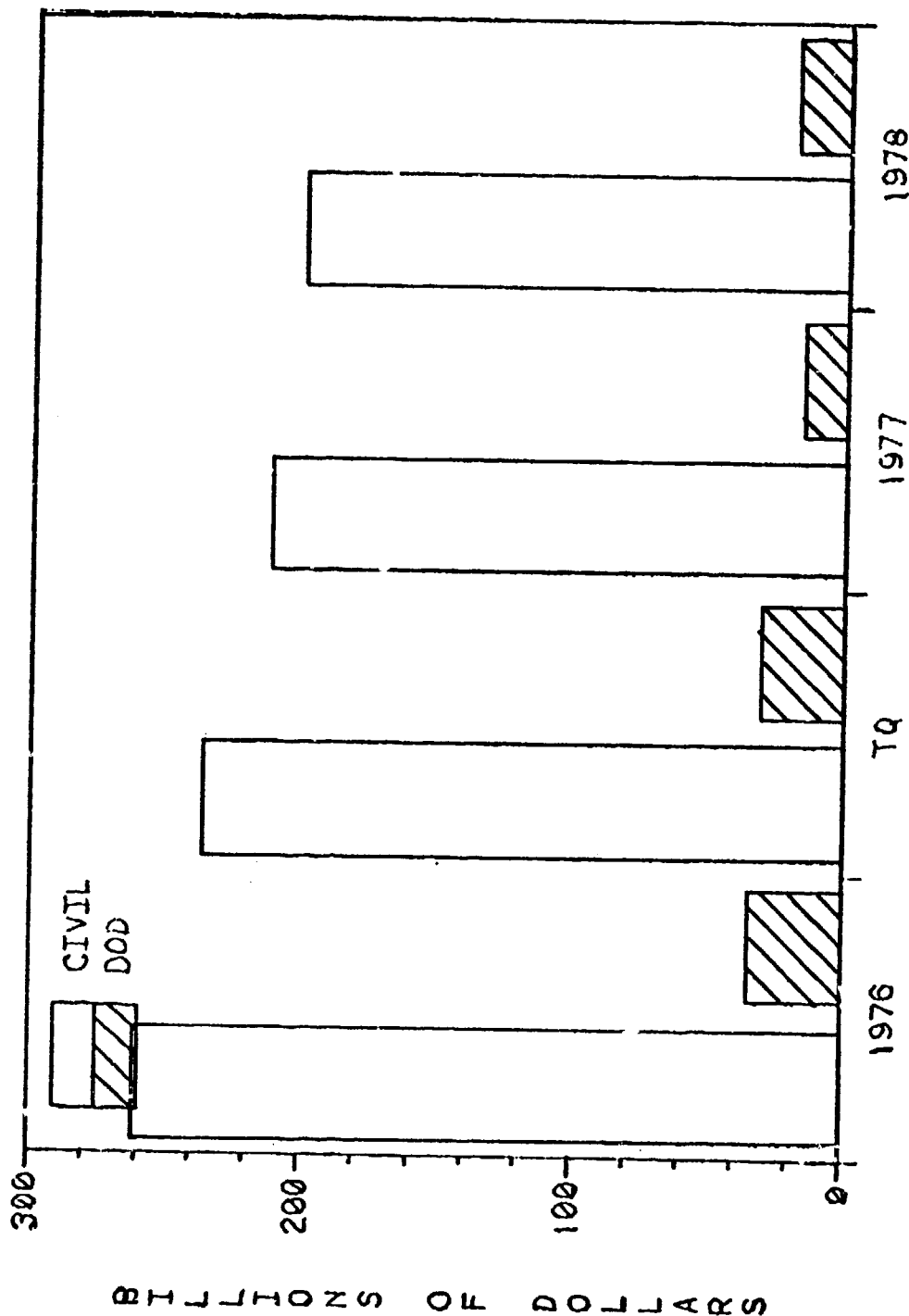
2/ Balances less than \$20 million have all been counted as Civil although some DOD balances may be included.

3/ All of "Other Trust Funds" have been categorized as Civil although some DOD balances may be included.

4/ Small amounts in Other Agencies were categorized as civil although some DOD amounts may be included.

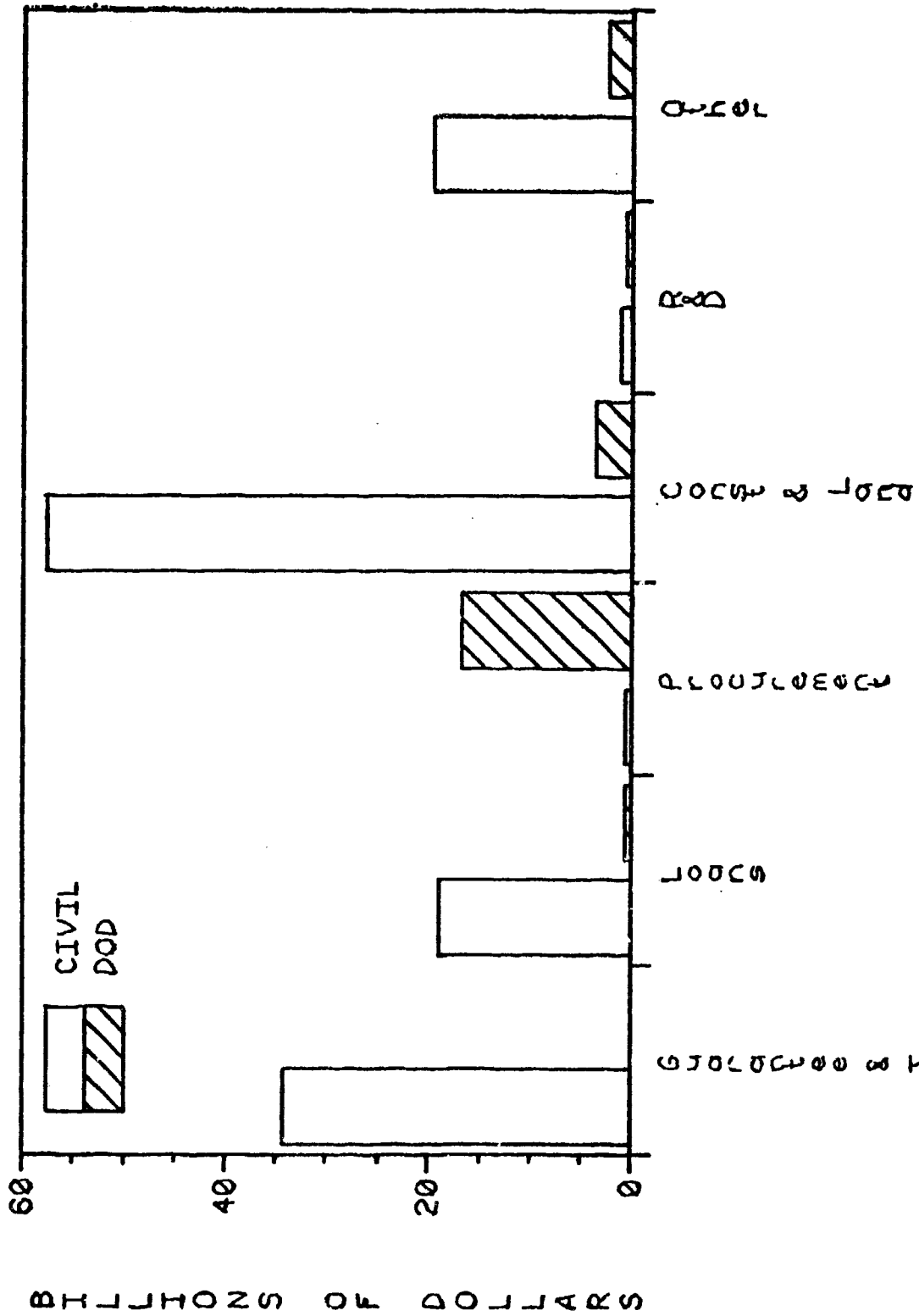
SOURCE: Balances of Budget Authority, Budget for Fiscal Year 1978,
Office of Management and Budget.

TOTAL CIVIL & DOD UNOBLIGATED BALANCES
FY 1976 & TQ ACTUALS AND FY 1977 & 1978 ESTIMATES



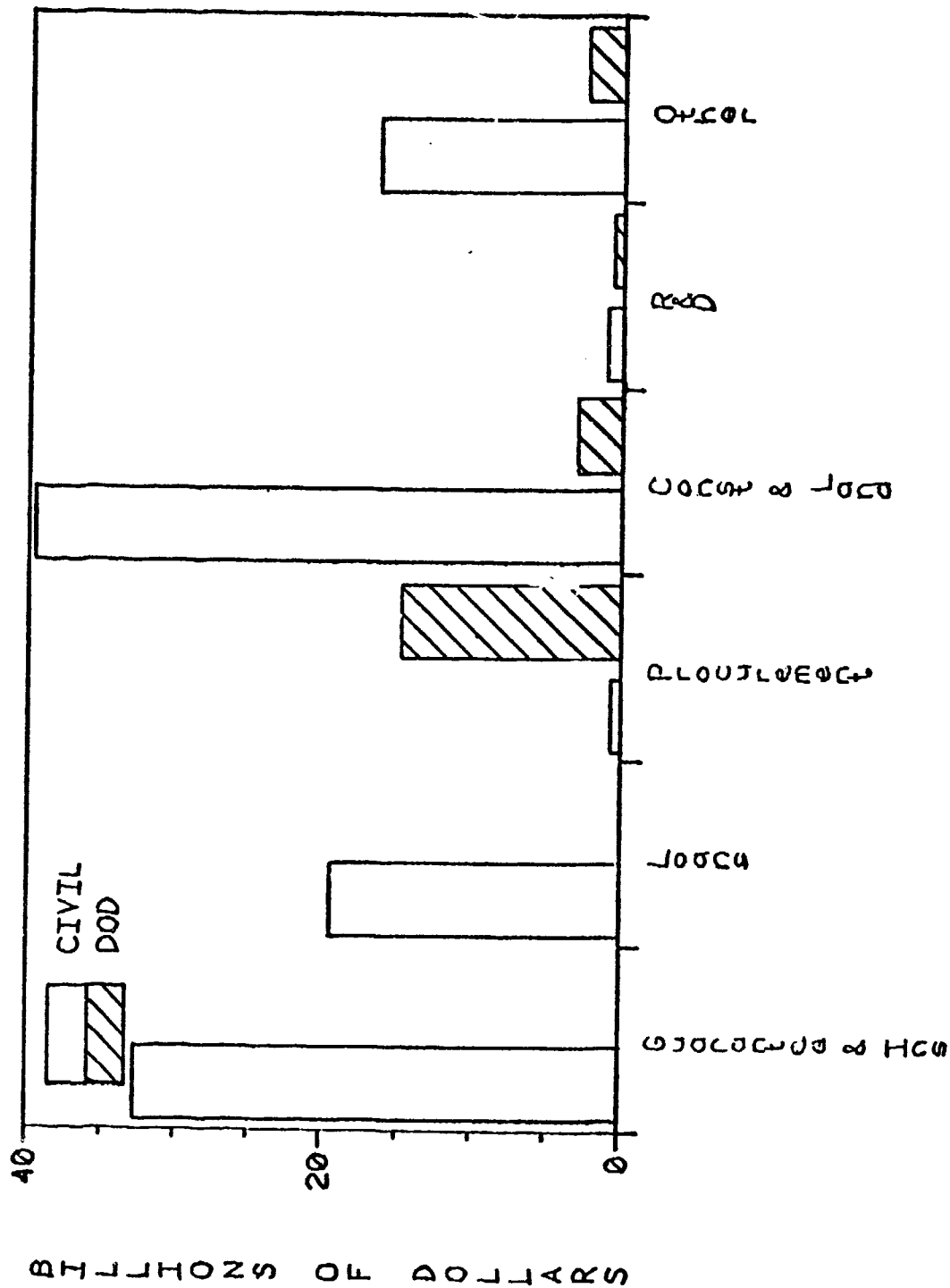
Source: Balances of Budget Authority, Budget For Fiscal Year 1978, Office of Management and Budget

CIVIL AND DOD UNOBLIGATED BALANCES BY OMB CATEGORY
FISCAL YEAR 1976 ACTUAL



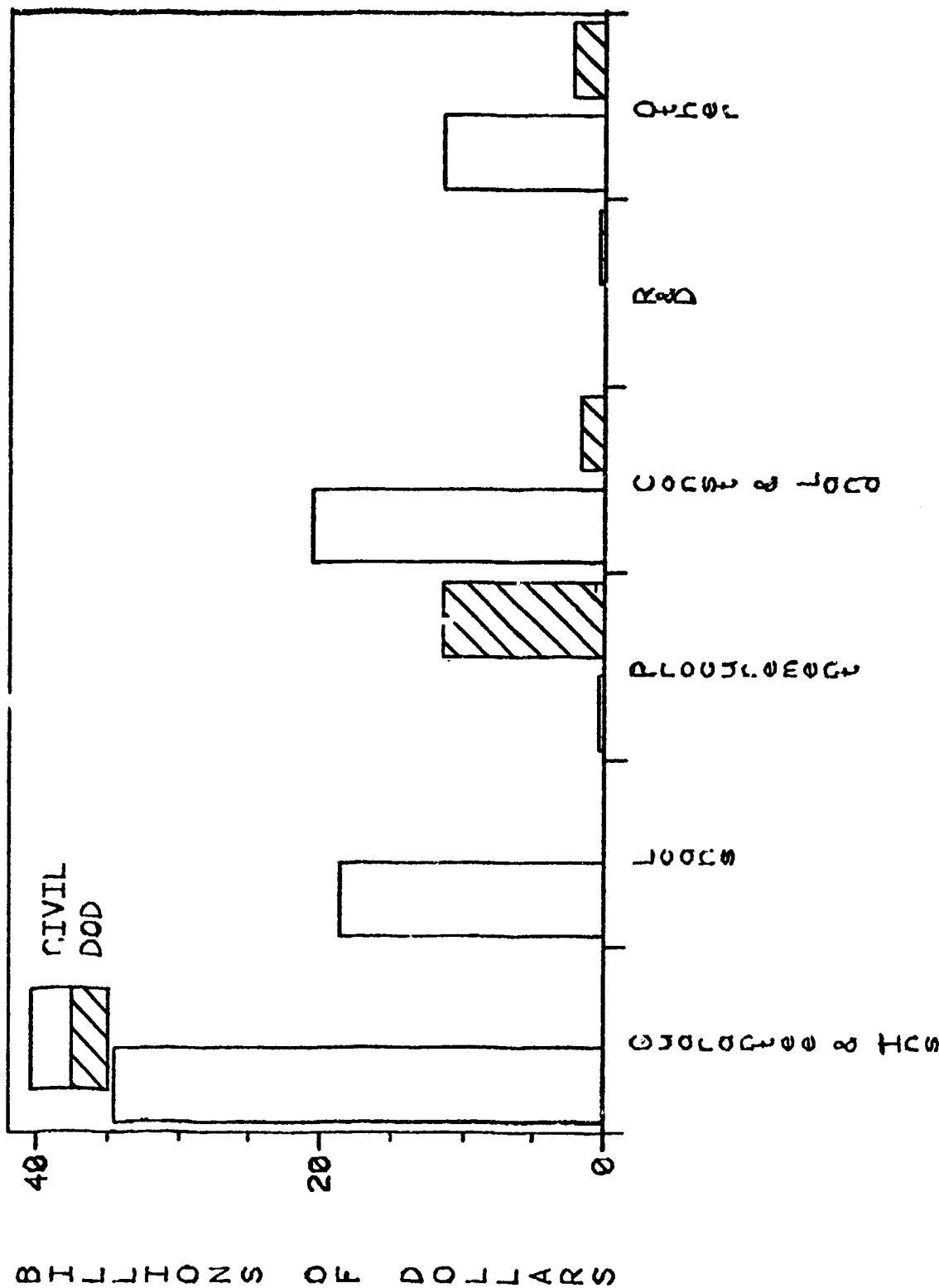
Source: Balances of Budget Authority, Budget For Fiscal Year 1978, Office of Management and Budget

CIVIL AND DOD UNOBLIGATED BALANCES BY OMB CATEGORY TRANSITION QUARTER



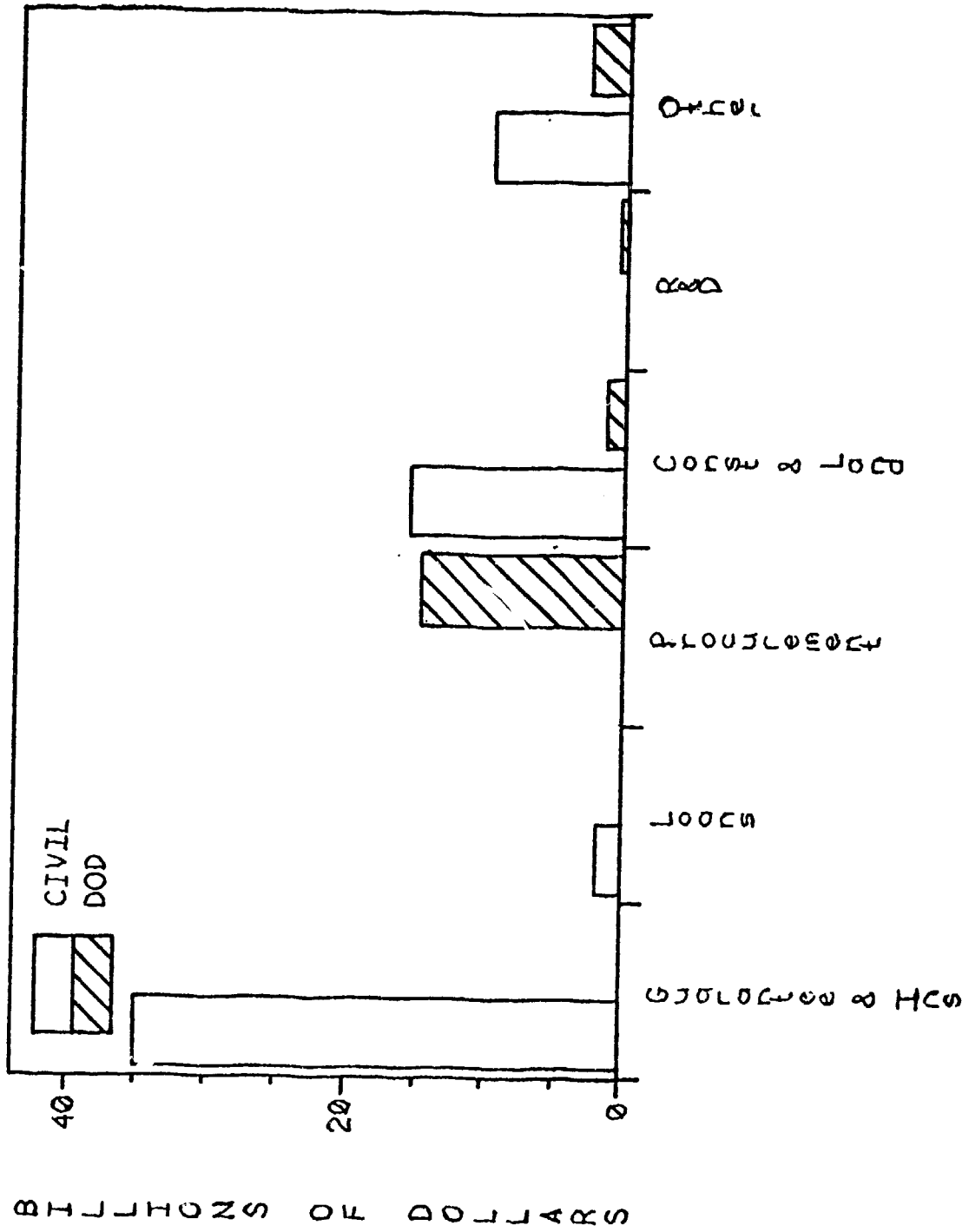
Source: Balances of Budget Authority, Budget For Fiscal Year 1978, Office of Management and Budget

CIVIL AND DOD UNOBLIGATED BALANCES BY OMB CATEGORY
FISCAL YEAR 1977 ESTIMATE



Source: Balances of Budget Authority, Budget For Fiscal Year 1978, Office of Management and Budget

CIVIL AND DOD UNOBLIGATED BALANCES BY OMB CATEGORY
FISCAL YEAR 1978 ESTIMATE



Source: Balances of Budget Authority, Budget For Fiscal Year 1978, Office of Management and Budget

Obligated Balances
(in millions of dollars)

	1976 Actual	Percent of Category	Percent of total	Actual TQ	Percent of Category	Percent of total	1977 Estimate	Percent of Category	Percent of total	1978 Estimate	Percent of Category	Percent of total
<u>Federal Funds</u>												
Civilian Agencies <u>2/</u>	185,479	86	74	204,906	86	75	237,747	83	75	261,843	82	74
Department of Defense	30,711	14	12	33,172	14	12	47,181	17	15	56,822	18	16
Total Federal Funds	216,190	100		238,078	100		284,928	100		318,665	100	
<u>Trust Funds</u>												
Civilian Agencies <u>3/</u>	22,163	63	9	22,884	64	8	26,551	78	8	27,630	83	8
Department of Defense	12,980	37	5	12,623	36	5	7,628	22	2	5,744	17	2
Total Trust Funds	35,143	100		35,507	100		34,179	100		33,374	100	
Total	251,333 <u>1/</u>			273,585 <u>1/</u>			319,107			352,039		

MEMORANDUM

Total Civil	207,642	83	NA	227,790	83	NA	264,298	83	NA	289,473	82	NA
Total DOD	43,691	17	NA	45,795	17	NA	54,809	17	NA	62,566	18	NA
Total	251,333 <u>1/</u>	100	100	273,585 <u>1/</u>	100	100	319,107	100	100	352,039	100	100

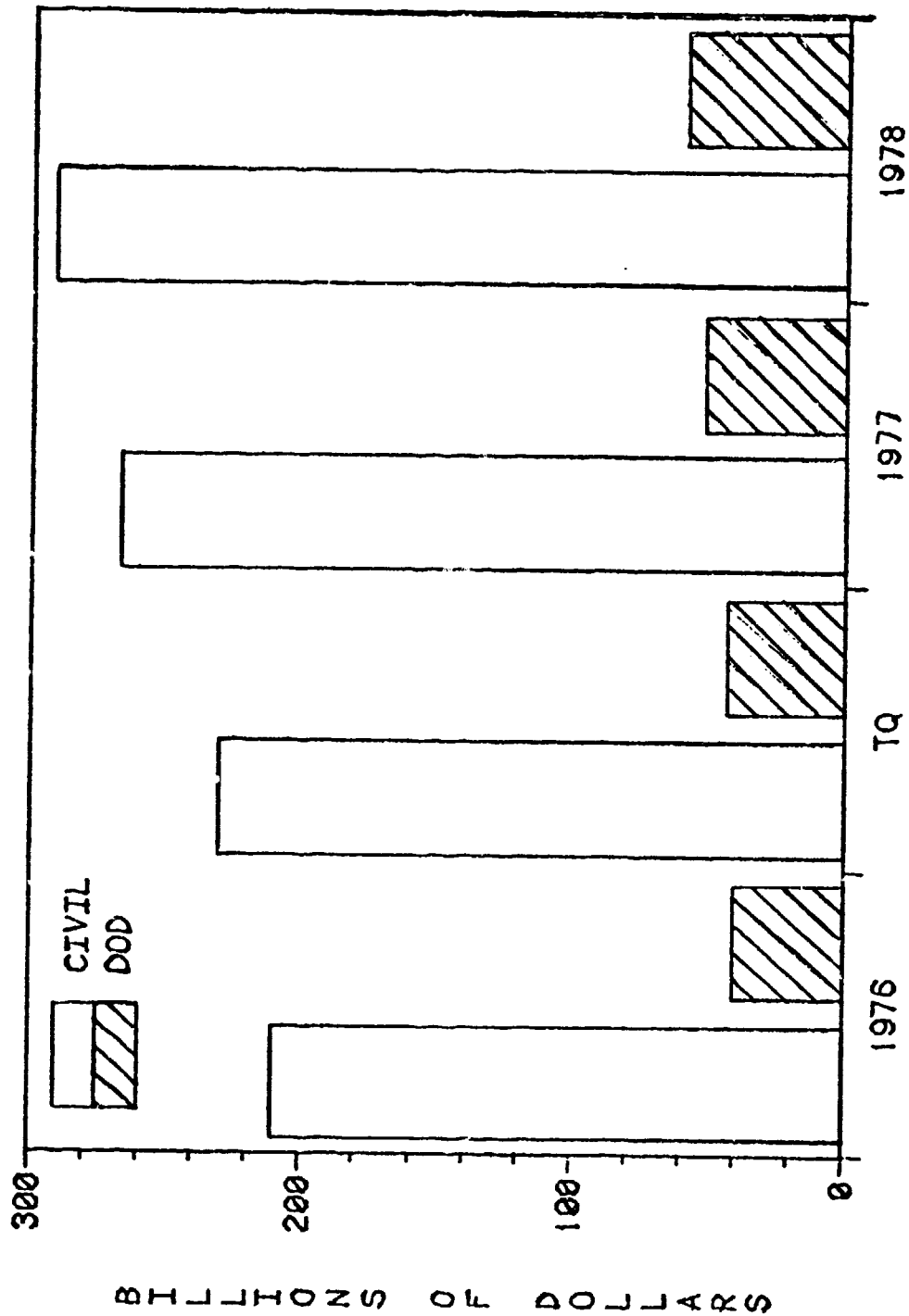
1/ Does not match totals in source due to rounding.

2/ All of Funds Appropriated to the President - International Security Assistance has been included under DOD and contains military assistance and foreign military sales programs.

3/ "Other Trust Funds" totaling less than \$185 million are all categorized under civil. A portion of these amounts may be DOD.

SOURCE: Balances of Budget Authority, Budget for Fiscal Year 1978, Office of Management and Budget.

CIVIL AND DEPARTMENT OF DEFENSE OBLIGATED BALANCES
FY 1976 & TQ ACTUALS AND FY 1977 & 1978 ESTIMATES



Source: Balances of Budget Authority, Budget For Fiscal Year 1978, Office of Management and Budget

TAB 13
UNEXPENDED BALANCES
OFF-BUDGET

UNEXPENDED BALANCES OFF-BUDGET

Off-budget Federal entities are Federally-owned in whole or in part, and have been excluded from the budget totals under provisions of law. Total actual fiscal year 1977 unobligated balances in off-budget accounts shown in the fiscal year 1979 Budget Appendix were \$33 billion. Obligated balances for the same period were \$6 billion. These amounts do not include the Board of Governors of the Federal Reserve System which is on a calendar year basis. Actual calendar year 1977 balances in this account were \$2 million unobligated and \$2 million obligated.

In an August 3, 1977, report to Congress (PAD-77-70) entitled Government Agency Transactions with the Federal Financing Bank Should be Included on the Budget, GAO recommended that the Congress:

- Require that the Bank's receipts and disbursements be included in the Federal budget totals.
- Require that the receipts and disbursements of all off-budget Federal agencies that borrow from the Bank be included in the budget totals.

The report concluded that excluding the Federal Financing Bank from Federal budget totals and other questionable budget practices combine to produce an inadequate and incomplete picture of Federal credit assistance.

OFF-BUDGET FEDERAL ENTITIES

End of Period Balances

(in thousands of dollars)

<u>Agency/Account Name</u>	<u>Account Number</u>	<u>ACTUAL FY 1977 unobligated</u>	<u>ACTUAL FY 1977 obligated</u>	<u>ESTIMATED FY 1978 unobligated</u>	<u>ESTIMATED FY 1978 obligated</u>	<u>ESTIMATED FY 1979 unobligated</u>	<u>ESTIMATED FY 1979 obligated</u>
Department of Agriculture/Rural Electrification and Telephone Revolving Fund Loan Authorizations	12-4230-0-3-271	--	1,605,640	--	1,587,428	--	1,322,428
Department of Agriculture/Rural Telephone Bank	12-4231-0-3-452	--	438,963	--	514,686	--	603,976
Department of Labor/Pension Benefit Guarantees Corporation	16-4204-0-3-601	168,040	3,717	209,867	-9,846	250,426	-20,704
Department of Treasury/Exchange Stabilization Fund	20-4444-0-3-155	759,163	-2,230	830,227	4,564	899,267	5,126
Department of Treasury/Federal Financing Bank	20-4521-0-4-374	26,526,942	805,605	29,315,844	1,292,240	32,076,970	1,885,760
U.S. Postal Service/Postal Service Fund	18-4020-0-3-372	5,674,263	3,402,817	4,102,363	4,159,566	3,092,903	5,169,789
United States Railway Association/Regional Rail Reorganization Program	98-4000-0-3-401	<u>84,844</u>	--	<u>6,070</u>	--	<u>6,353</u>	--
Total		<u>33,213,252</u>	<u>6,254,512</u>	<u>34,464,371</u>	<u>7,548,638</u>	<u>36,325,919</u>	<u>8,366,375</u>

<u>Calendar Year Basis</u>	<u>Unobligated</u>	<u>Obligated</u>
Department of Treasury/Board of Governors of the Federal Reserve Board	Actual 1977 Estimated 1978 Estimated 1979	2,066 2,314 191
		2,101 2,331 2,371

Source: Appendix, The Budget of the U.S. Government, Fiscal Year 1979

TAB 14
STATISTICAL ANALYSIS
OF LAG

ANALYSIS OF THE LAG BETWEEN BUDGET
AUTHORITY AND NET OBLIGATIONS AND
BETWEEN BUDGET AUTHORITY AND OUTLAYS

LAG BETWEEN NEW BUDGET AUTHORITY AND OUTLAYS

To determine the time lag between new budget authority and outlays, data from budgets for fiscal years 1970 through 1978 was obtained for: (1) budget authority available through current action by Congress; and (2) outlays from budget authority available through current action by Congress. Outlay data was collected for the total of all agencies and ten of the larger agencies. The ratio of outlays to budget authority represents the proportion of new funds currently authorized by Congress which are spent within the year. If this proportion exhibits an increasing trend, the time delay between the availability of new funds and their outlay is usually decreasing. (However, an agency could always obligate the same percent of new authority in the first part of the year while outlays shifted so that a larger and larger portion of funds was spent in the latter part of the year. In such a case, the average time lag would increase, even though the proportion of new budget authority spent within the first year remained unchanged).

Given the above qualification, the data was analyzed to determine, for the fiscal years 1968 through 1976, the average share of new budget authority spent within the year and the degree to which this ratio varies around its average value over the time period. Evidence of an increasing or decreasing trend was not found.

The analysis indicated:

- For all agencies combined, the share of new budget authority spent within the first year averaged 64 percent, the variation around this average was 21 percent, and no trend was identified. (See the table on page 2.)
- The average proportion of new budget authority spent within the first year for the following agencies was below the 64 percent average of all agencies: Funds Appropriated to the President (29 percent); Energy Research and Development Administration (44 percent); Commerce (45 percent); Labor (55 percent); and Interior (61 percent).

--Agencies which most consistently spent the same share of funds within the first year were:
 Defense-Military; Health, Education and Welfare;
 Energy Research and Development Administration
 (formerly the Atomic Energy Commission) (ERDA/AEC);
 and Veterans Administration.

--Agencies which exhibited the greatest year to year variation in the share of funds spent within the first year were Funds Appropriated to the President, Labor, Agriculture, and Treasury.

The average proportion of budget authority spent within the first year, by agency, is shown in the chart on page 3.

PROPORTION OF BUDGET AUTHORITY RESULTING FROM
CURRENT ACTIONS BY CONGRESS SPENT WITHIN
THE YEAR. FISCAL YEARS 1968-1976

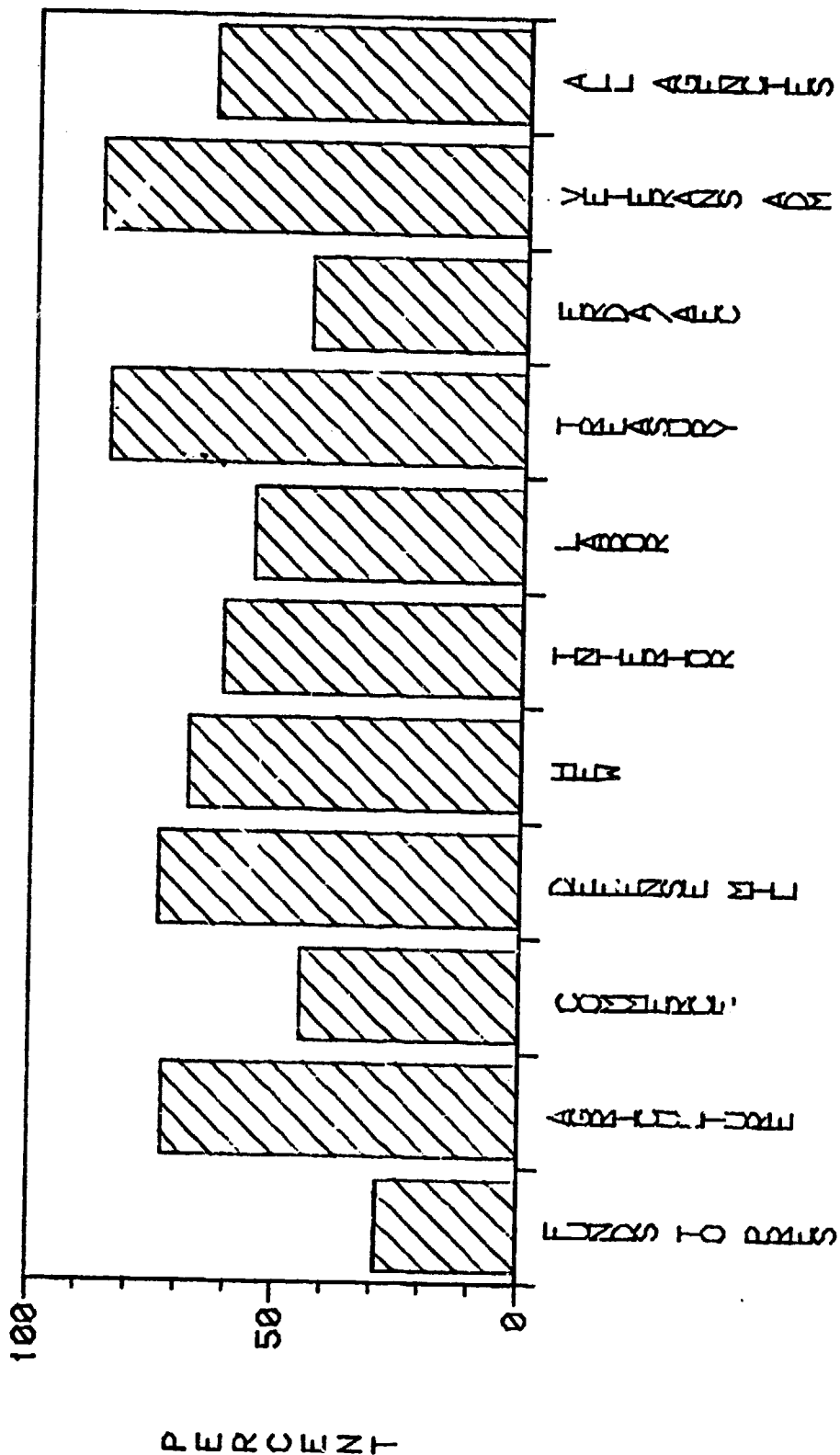
Agency	68	69	70	71	72	73	74	75	76	Mean	Vari- ability
Funds App. to President	.31	.30	.30	.33	.25	.33	.23	.38	.16	.29	.23
Agriculture	.46	.62	.88	.83	.85	.82	.55	.84	.73	.73	.21
Commerce	.34	.44	.55	.44	.44	.39	.47	.46	.51	.45	.13
Defense-Military	.66	.68	.73	.74	.74	.72	.70	.72	.72	.71	.04
HEW	.69	.66	.77	.70	.70	.61	.67	.59	.67	.68	.06
Interior	.58	.62	.75	.63	.60	.60	.61	.47	.59	.61	.12
Labor	.59	.67	*	.62	.63	.58	.48	.26	.54	.55	.23
Treasury	.92	.90	.89	.90	.88	.89	.88	.93	.49	.85	.16
ERDA/AEC	.47	.45	.44	.44	.50	.46	.35	.46	.41	.44	.10
Veterans Adm.	.81	.92	.66	.90	.90	.91	.90	.92	.89	.87	.10
All Agencies	.62	.65	.85	.60	.70	.65	.58	.54	.59	.64	.14

* Data not available

SOURCE: The Budget of the United States Government, Fiscal Years 1970-1978.

PROPORTION OF BUDGET AUTHORITY RESULTING FROM CURRENT
ACTIONS BY CONGRESS SPENT WITHIN THE FIRST YEAR

AVERAGE OF FISCAL YEARS 1968-1976



Source: Appendix, Budget of the U.S. Government,
Fiscal Years 1970-1978

AVERAGE TIME LAG BETWEEN BUDGET AUTHORITY AND OUTLAYS

The analysis above is based only on new budget authority made available by current action of Congress. By definition, therefore, funds are excluded which are available from actions of Congress in previous years (obligated and unobligated balances brought forward from prior years). In order to broaden the analysis, total budget authority and outlays were analyzed. The analysis was designed to determine how much of a given year's total budget authority was spent within the first, second, third year, etc., so that the average time between budget authority and outlays could be determined. A statistical model was used to estimate the proportion of a given year's budget authority spent within the fiscal year and each succeeding year. The model assumed that all outlays in a given year occur at the beginning of the year. Given this assumption, the average time lag between new budget authority and outlays was calculated. However, care should be taken in interpreting the implications of the mean lag in outlays. Because only annual data was available, we had no information concerning the distribution of spending within a year. Consequently, an estimated average lag of 4 months, which is based on annual data, is only a very rough estimate of the average time lag. Rather than interpreting the mean lag as an exact figure, it is more appropriate to use the number as a basis for comparing agencies to determine which agencies take more time to expend their budget authority and which take less time.

For the agencies analyzed, data was obtained for fiscal years 1949 through 1976, with the exception of the data for the Department of Health, Education, and Welfare which begins in fiscal year 1953.

Housing and Urban Development (HUD) and Funds Appropriated to the President

The Department of Housing and Urban Development and Funds Appropriated to the President presented special problems which should be noted.

Some of the programs in HUD involve financing over a very long period of years. Since only 25 years of data was available, it was not possible to estimate the lag in outlays for HUD.

In Funds Appropriated to the President, no relationship between budget authority and either outlays or obligations could be identified. That is, the amount budget authority did not appear to influence the amount of outlays or net obligations, and estimation of the lag was impossible.

The analysis indicated:

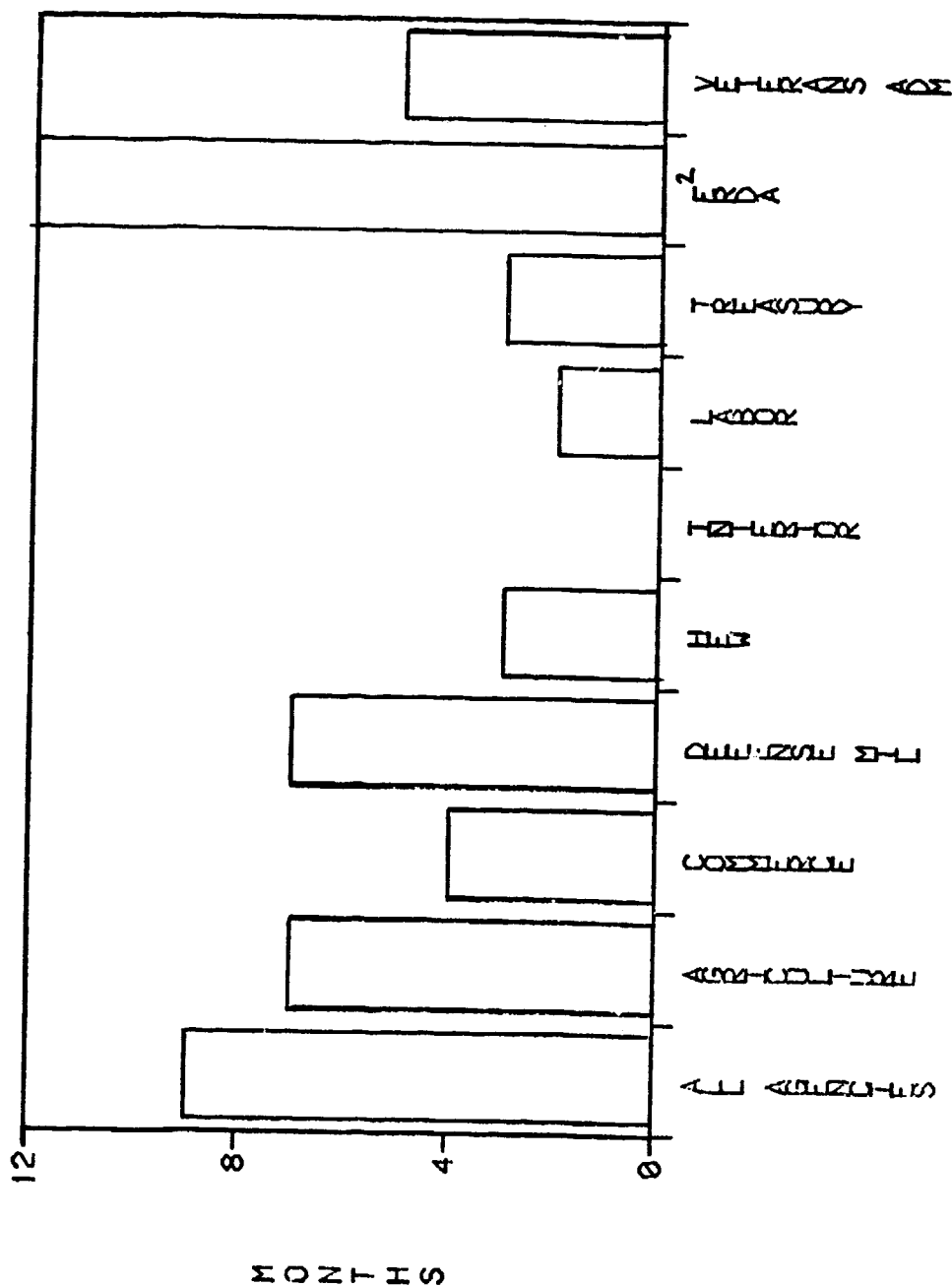
- For all agencies combined, the estimated average time lag between budget authority and outlays was 9 months with approximately 50 percent of new budget authority being spent within the first year.
- Of the agencies analyzed, the longest lags were in these agencies: ERDA (12 months); Agriculture (7 months); and Defense-Military (7 months).
- In the agencies above, the average percent of budget authority expended within the first year was 41, 56, and 57 percent, respectively.
- The shortest average lags were found for Interior (no lag), Labor (2 months), HEW (3 months) and Treasury (3 months).
- In the agencies above, the average percent of budget authority expended within the first year was 96, 81, 76, and 76 percent, respectively.

ESTIMATED TIME LAG BETWEEN
NEW BUDGET AUTHORITY AND
OUTLAY BY AGENCY

	<u>Average lag</u>	<u>Proportion spent within first year</u>
Agriculture	7 mo.	.56
Commerce	4	.68
Defense-Military	7	.57
HEW	3	.76
Interior	0	.96
Labor	2	.81
Treasury	3	.76
ERDA/AEC	12	.41
Veterans Administration	5	.66
All Agencies	9	.50

SOURCE: Budget of the United States Government, Fiscal Years
1951-1978.

ESTIMATED TIME LAG BETWEEN NEW BUDGET
AUTHORITY AND OUTLAYS BY AGENCY^{1/}



^{1/} estimates based on data from 1949 to 1976
^{2/} data for ERDA was merged with AEC data for estimation

Source: Budget of the United States Government,
Fiscal Years 1951-1978

CHANGES IN THE TIME LAG BETWEEN
BUDGET AUTHORITY AND OUTLAYS

To determine if the outlay lag has been increasing over time, the same statistical model was used. Average (mean) lags were estimated for these five 20-year periods: fiscal years 1952-1972; fiscal years 1953-1973; fiscal years 1954-1974; fiscal years 1955-1975; and fiscal years 1956-1976.

For all agencies combined, the mean lag declined from slightly more than 7 months during the first time period, to slightly less than 4 months in the second and third time periods, and back to slightly more than 7 months during the last two time periods.

Additional findings concerning the mean lag by agency follow:

- The mean lag appears to be increasing in the Department of Commerce from zero to slightly less than 4 months and from less than 2 months to about 2 1/2 months for HEW.
- The mean lag for ERDA appears to be decreasing from approximately 13 months to a little over 4 months.
- The Department of the Interior consistently had no lag over the five time periods estimated.
- All remaining agencies analyzed did not demonstrate any clear trend in changes of their mean lag.

ESTIMATED CHANGES IN THE AVERAGE
TIME LAG 1/ BETWEEN NEW BUDGET
AUTHORITY AND OUTLAYS BY AGENCY 2/

	<u>FY</u> <u>52-72</u>	<u>FY</u> <u>53-73</u>	<u>FY</u> <u>54-74</u>	<u>FY</u> <u>55-75</u>	<u>FY</u> <u>56-76</u>
Agriculture	.49	.64	.55	.52	.61
Commerce	.00	.03	.21	.29	.31
Defense - Military	.75	.43	.44	.57	.67
HEW	.14	.14	.14	.15	.21
Interior	.00	.00	.00	.00	.00
Labor	.22	.07	.00	.00	.16
Treasury	.49	.37	.40	.37	.24
ERDA/AEC	NA 3/	1.10	.44	.42	.35
Veterans Administration	.42	.35	.23	.02	.23
All Agencies	.60	.33	.30	.61	.61

1/In fractions of a year.

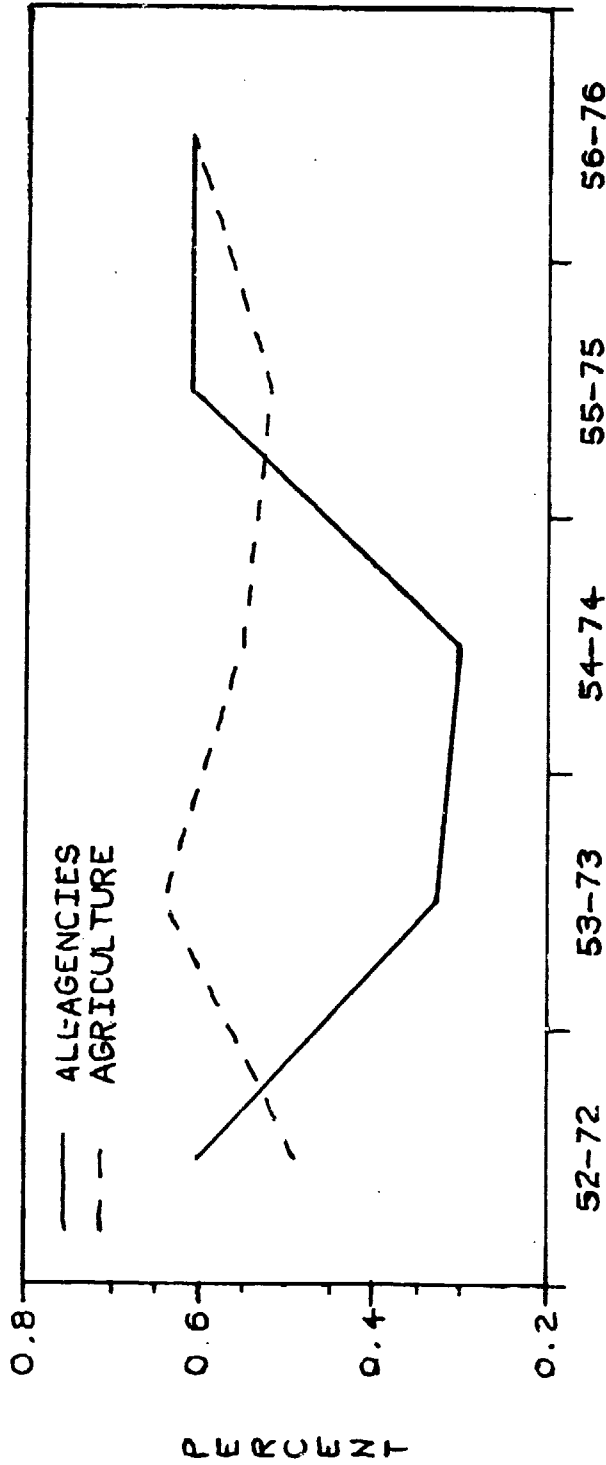
2/The average lags were estimated from successive samples of 21 years beginning with the years 1952 through 1972 and ending with the period 1956 through 1976. HEW's lag, which was based on successive samples of 16 years beginning with the years 1957 through 1972 and ending with the period 1961 through 1976, was the only exception.

3/Not available.

SOURCE: The Budget of the United States Government, Fiscal Years 1951-1978.

ESTIMATED CHANGES IN THE AVERAGE TIME LAG¹ BETWEEN
NEW BUDGET AUTHORITY AND OUTLAYS²

ALL AGENCIES & AGRICULTURE



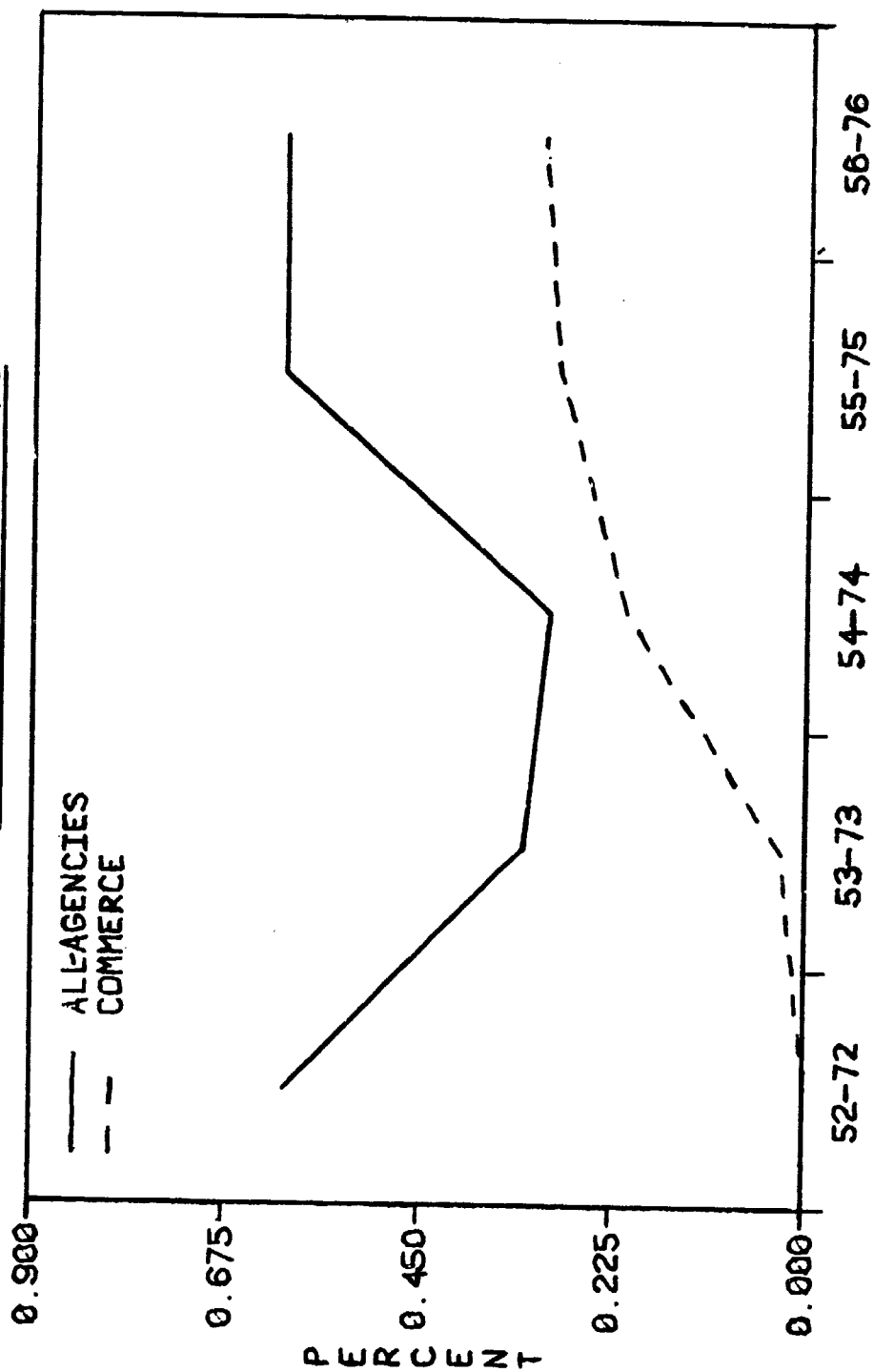
1/ measured in fractions of a year

2/ average lags were estimated from successive samples of
21 years from the period 1952-1972 through 1956-1976

Source: Budget of the United States Government,
Fiscal Years 1951-1978

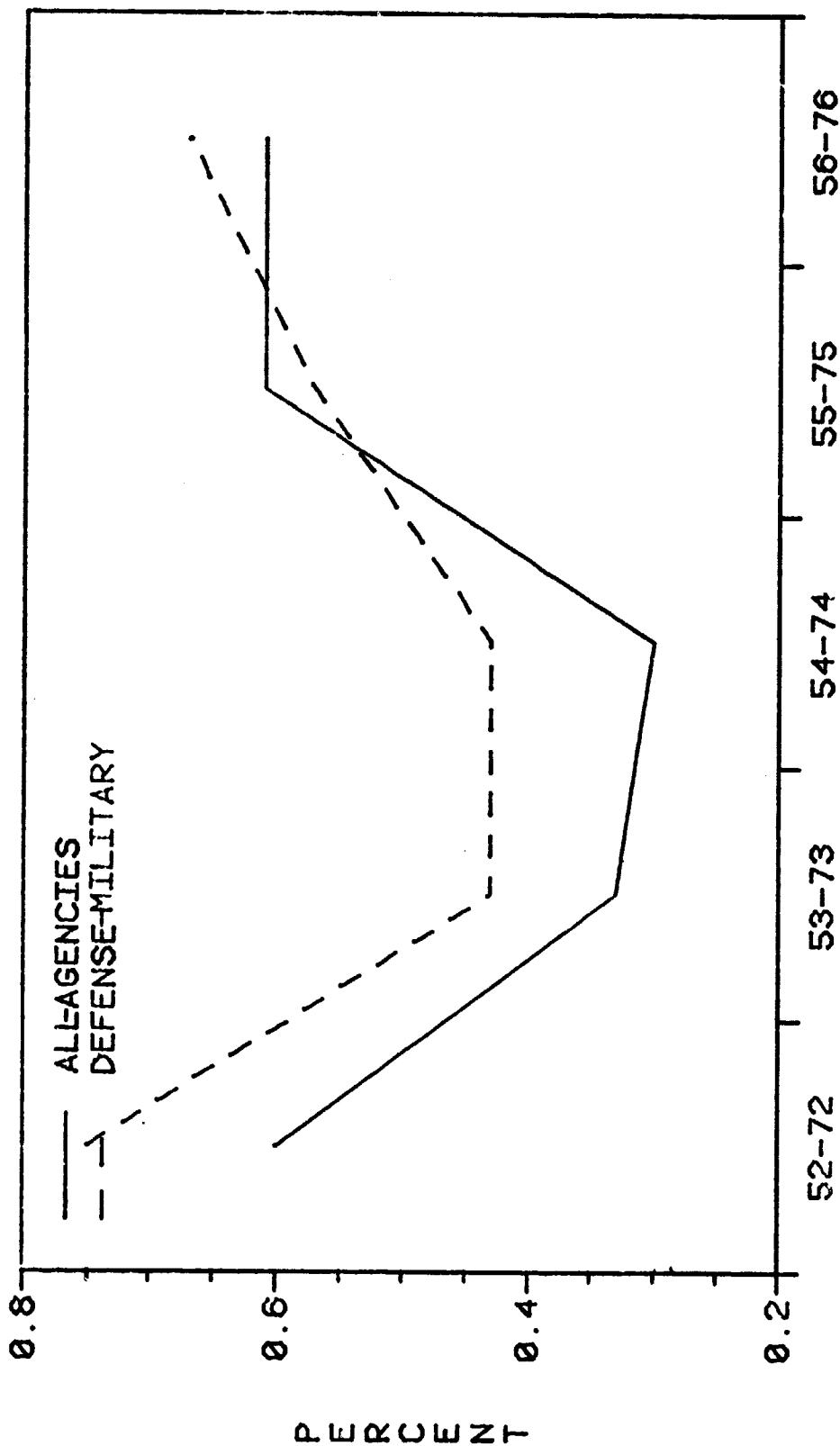
ESTIMATED CHANGES IN THE AVERAGE TIME LAG¹ BETWEEN
NEW BUDGET AUTHORITY AND OUTLAYS²

ALL AGENCIES & COMMERCE



ESTIMATED CHANGES IN THE AVERAGE TIME LAG¹ BETWEEN NEW BUDGET AUTHORITY AND OUTLAYS²

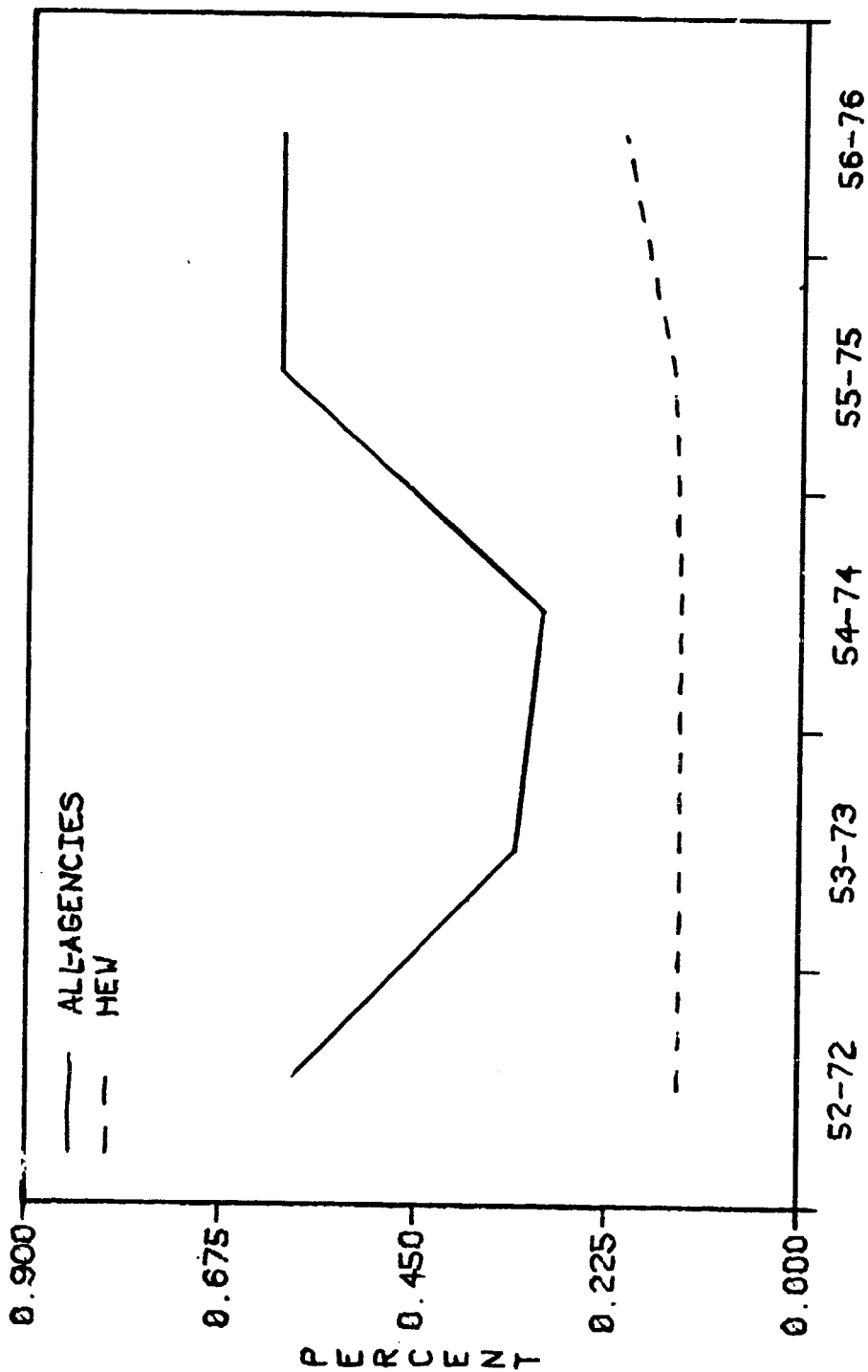
ALL AGENCIES & DEFENSE-MILITARY



See page 10 for footnotes

ESTIMATED CHANGES IN THE AVERAGE TIME LAG¹ BETWEEN
NEW BUDGET AUTHORITY AND OUTLAYS²

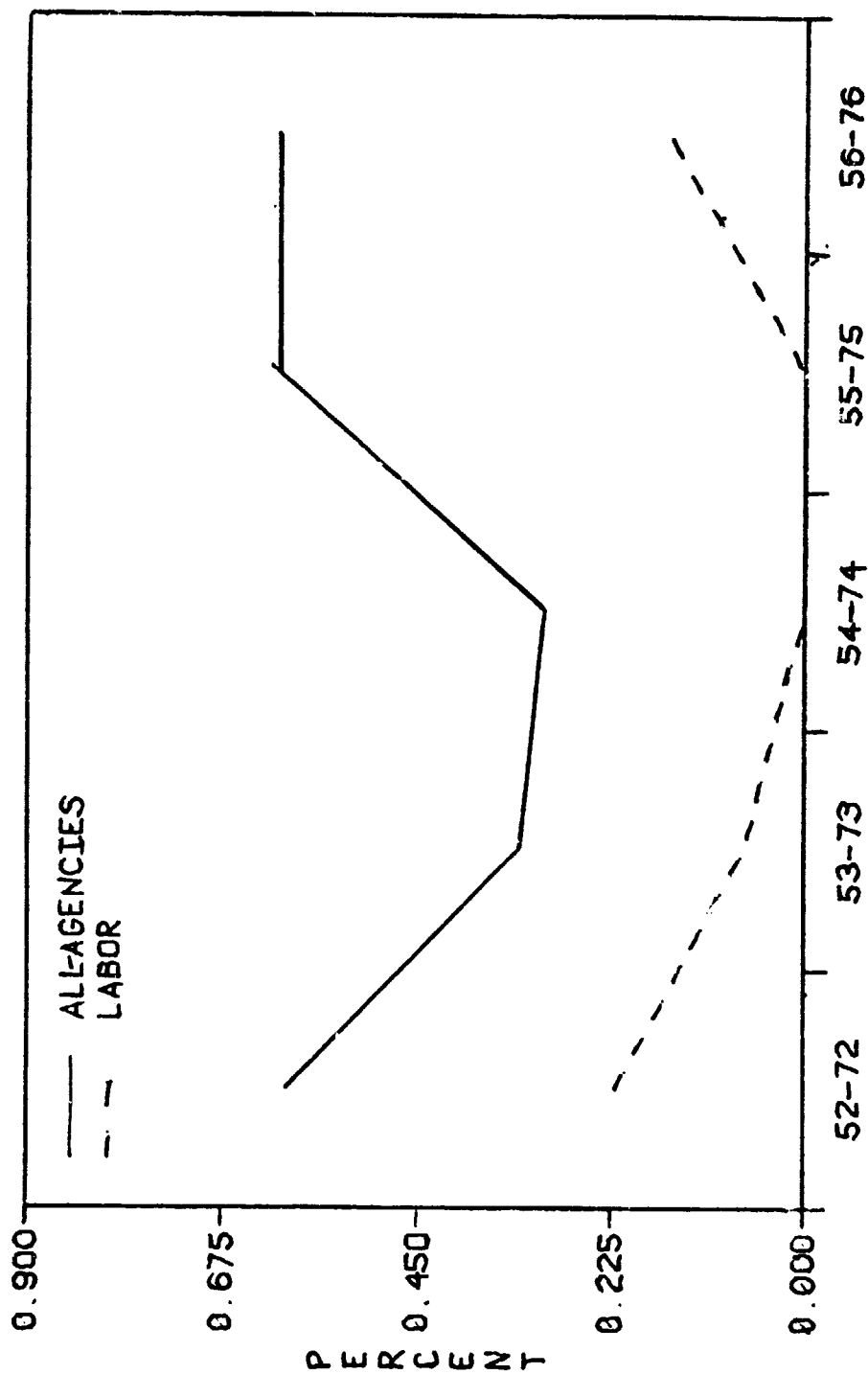
ALL AGENCIES & HEALTH EDUCATION AND WELFARE



See page 10 for footnotes

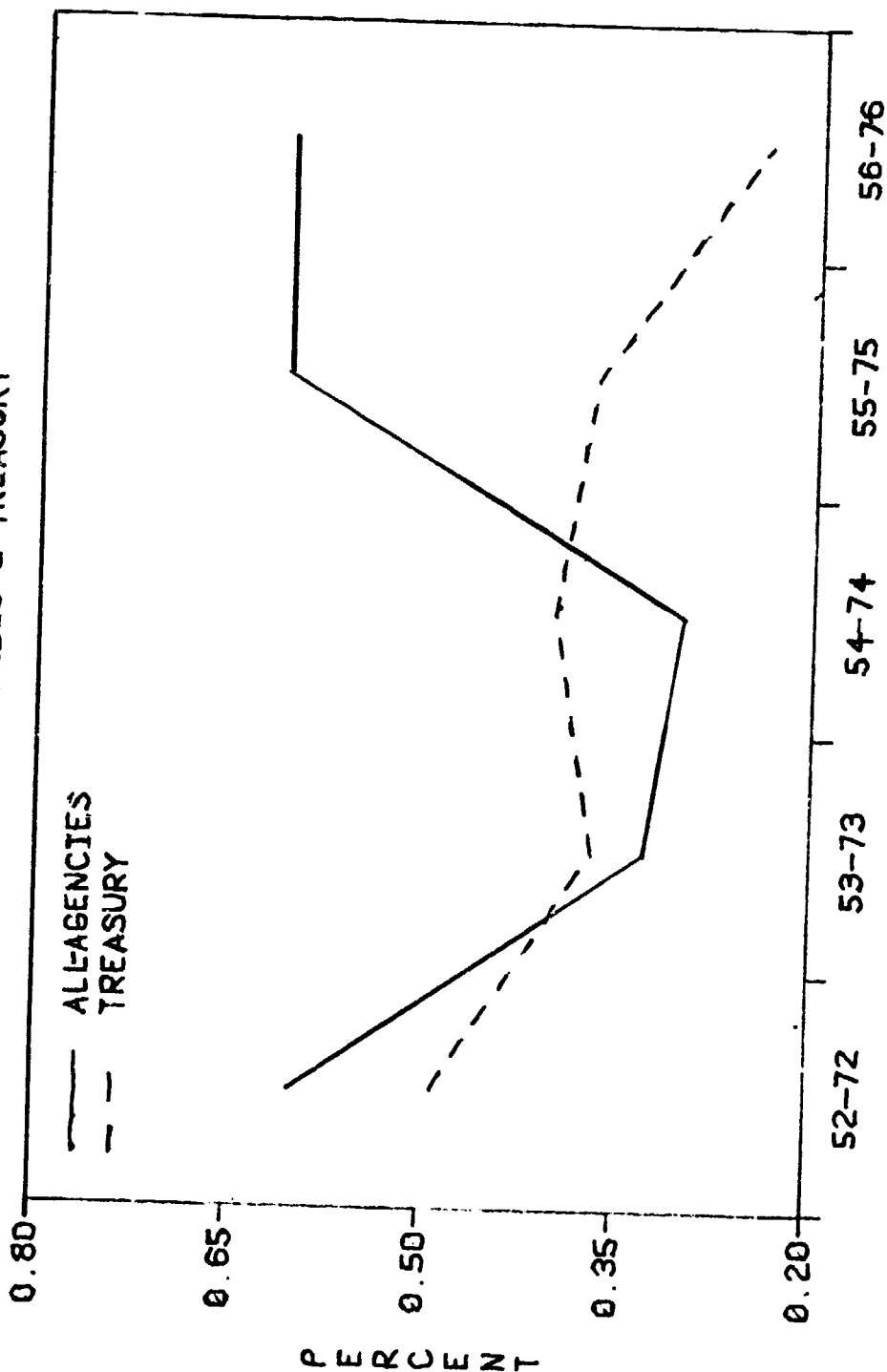
ESTIMATED CHANGES IN THE AVERAGE TIME LAG¹ BETWEEN
NEW BUDGET AUTHORITY AND OUTLAYS²

ALL AGENCIES & LABOR



ESTIMATED CHANGES IN THE AVERAGE TIME LAG¹ BETWEEN
NEW BUDGET AUTHORITY AND OUTLAYS²

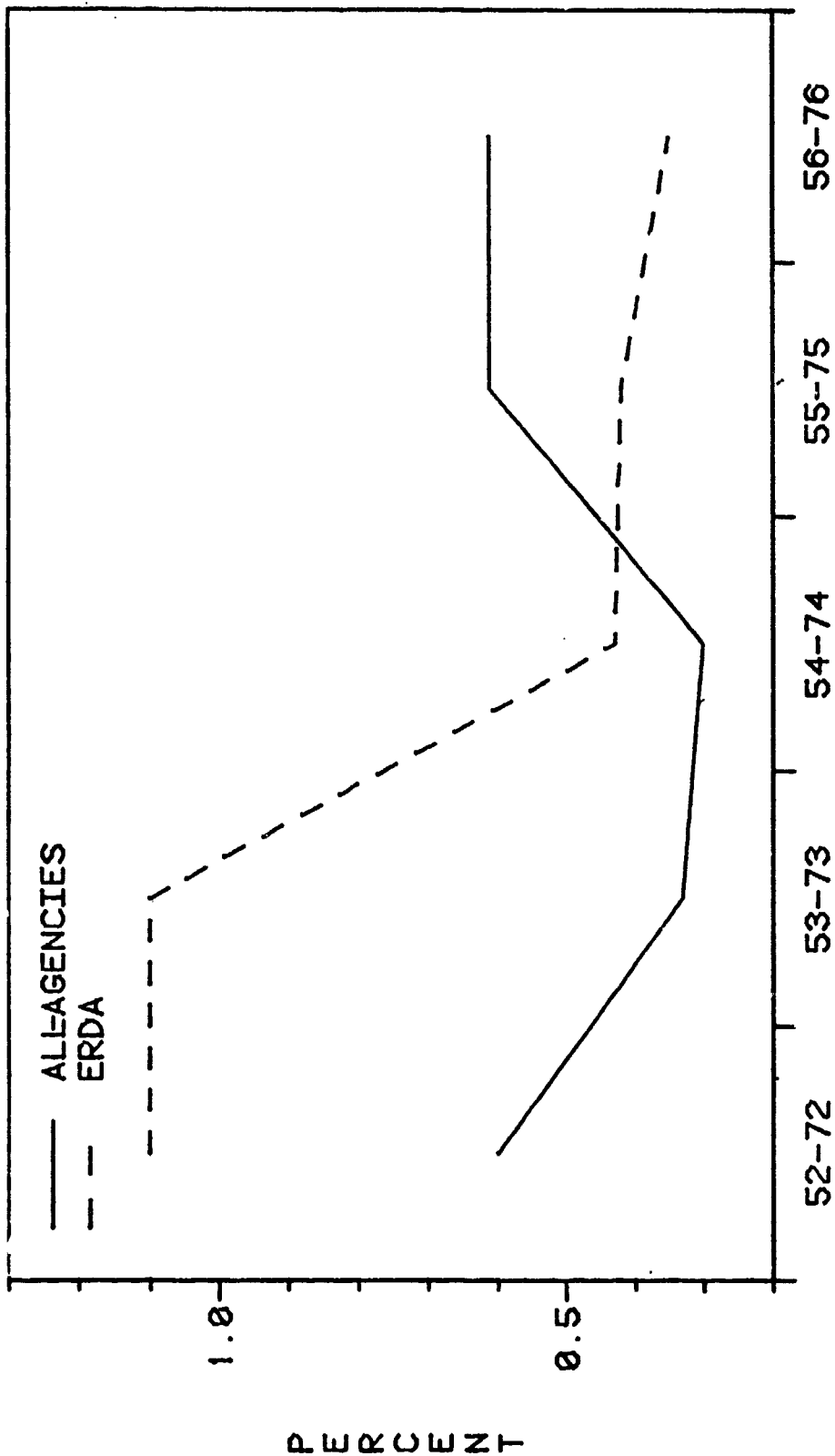
ALL AGENCIES & TREASURY



See page 10 for footnotes

ESTIMATED CHANGES IN THE AVERAGE TIME LAG¹ BETWEEN
NEW BUDGET AUTHORITY AND OUTLAYS²

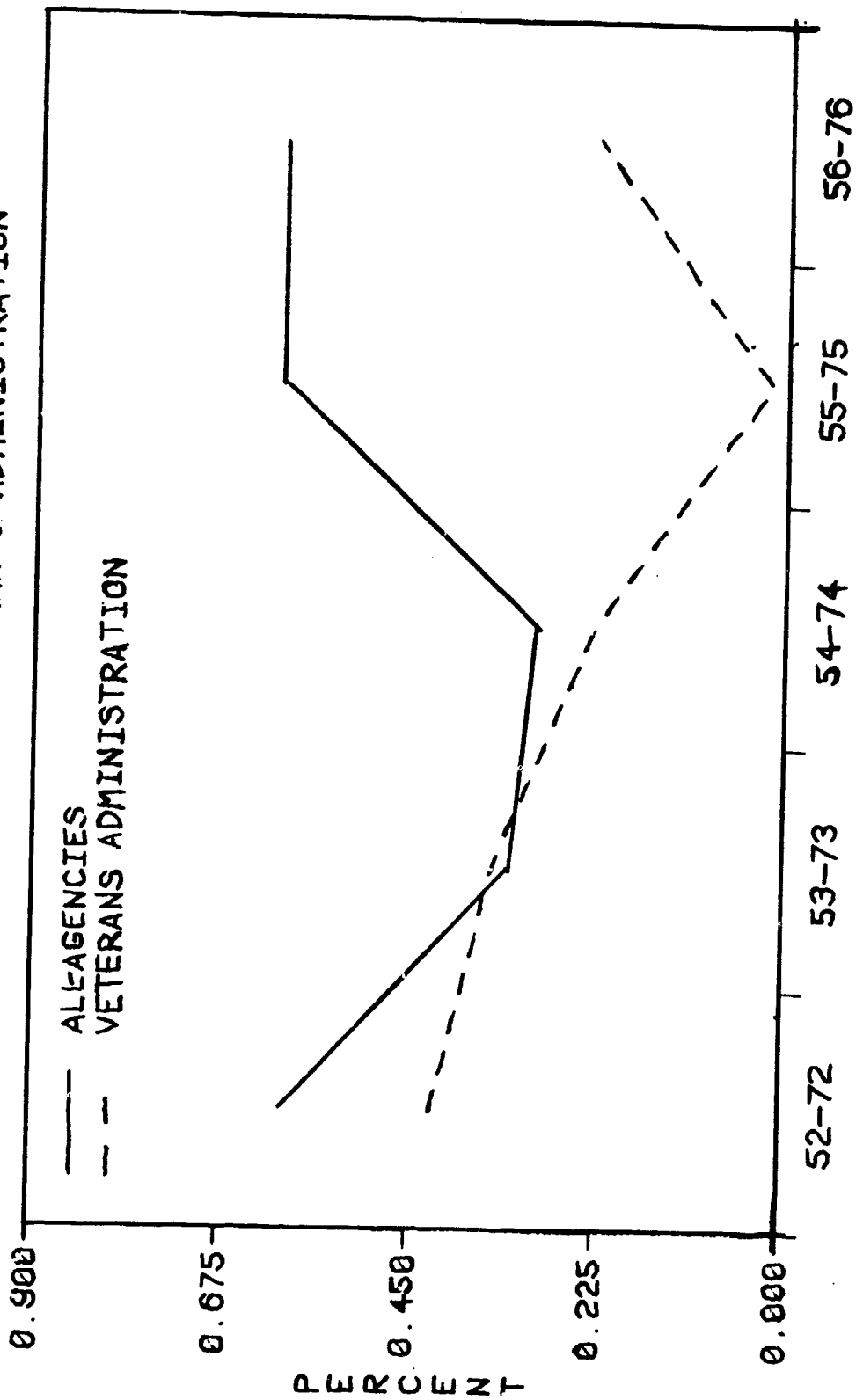
ALL AGENCIES & ERDA



See page 10 for footnotes

ESTIMATED CHANGES IN THE AVERAGE TIME LAG¹ BETWEEN NEW BUDGET AUTHORITY AND OUTLAYS²

ALL AGENCIES & VETERAN'S ADMINISTRATION



LONG-RUN INCREASE IN OUTLAYS AND
NET OBLIGATIONS RESULTING FROM
ADDITIONAL BUDGET AUTHORITY

In the process of estimating the average lag in outlays, an estimate of the long-run increase ^{2/} in outlays resulting from new budget authority was made. Theoretically, we would expect a dollar of budget authority to eventually result in an additional dollar of outlays. However, for several reasons such as balance lapses and sales of services or goods, a portion of agency revenues revert back to the Treasury.

For most agencies analyzed, there was a reasonably close correspondence between budget authority and long-run outlays. (Reasonably close in the sense that reliance on statistical methods involves some error factor). However, for three agencies there appeared to be a significant difference between long-run outlays and budget authority.

The following should be noted:

--We estimated that during fiscal years 1949 through 1976, the Department of Agriculture expended, on the average, only 68 percent of a given year's budget authority.

--Similarly, the Departments of Interior and Commerce were estimated to eventually expend only 73 percent and 76 percent, respectively, of a given year's budget authority.

In analyzing the relationship between net obligations and budget authority, the long-run increase in net obligations resulting from a given year's budget authority was also estimated. In each case the long-run net obligation for a given agency was very close, if not equal to, the long-run outlays. One exception was the Department of Commerce. In this case, we estimated that 92 percent of a given year's budget authority was eventually obligated while, as reported above, only 76 percent was eventually expended. At this point we have no explanation for this discrepancy.

^{2/} Long-run meaning after the lag has been completely exhausted.

ESTIMATED PROPORTION OF NEW BUDGET
AUTHORITY ULTIMATELY TRANSLATED INTO NET
OBLIGATIONS AND OUTLAYS BY AGENCY

	<u>Net obligations 1/</u>	<u>Outlays 2/</u>
Agriculture	.66	.68
Commerce	.92	.76
Defense - Military	.95	.97
HEW	.99	.99
Interior	*	.73
Labor	1.07	1.09
Treasury	*	1.01
ERDA/AEC	*	.85
Veterans Administration	1.05	1.02
All Agencies	.93	.93

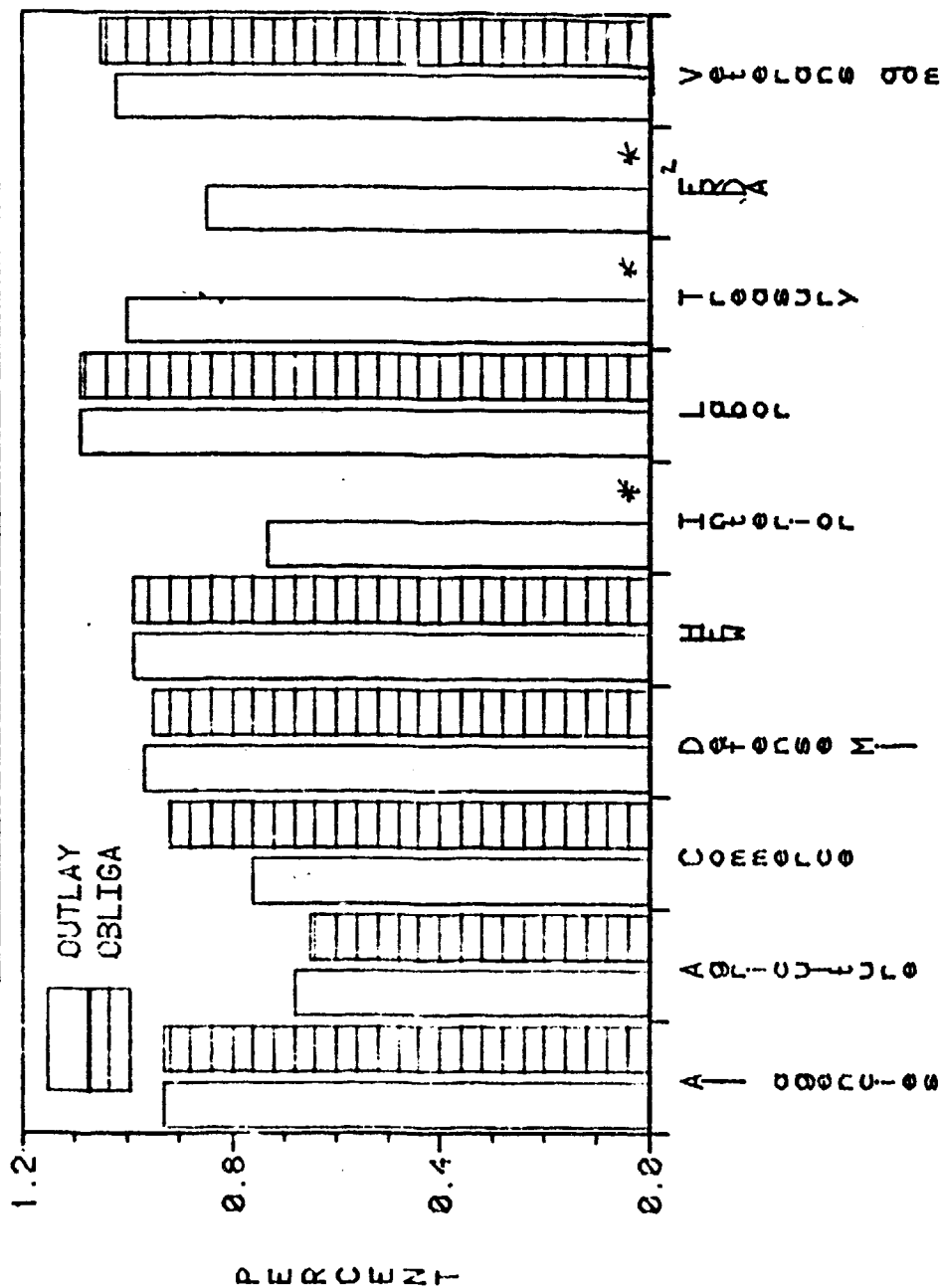
1/Obligation estimates based on time series data from fiscal years 1957-1976.

2/Outlay estimates based on time series data from fiscal years 1949-1976, except HEW, fiscal years 1953-1976.

* Accurate estimates were not possible due to the short lag in obligations.

SOURCE: Budget of the United States Government, Fiscal Years 1951-1978.

ESTIMATED PROPORTION OF NEW BUDGET AUTHORITY ULTIMATELY TRANSLATED
INTO NET OBLIGATIONS AND OUTLAYS BY AGENCY¹



* Insufficient data to allow estimation
1/ outlay estimates based on data from 1949-1976
obligation estimates based on sample from 1957-1976
2/ data for ERDA merged with AEC for estimation

Source: Budget of the United States Government,
Fiscal Years 1949-1976

LAG BETWEEN BUDGET AUTHORITY
AND NET OBLIGATIONS

The methodology used in analyzing the outlay lag was used to estimate the lag between budget authority in a given year and net obligations. Data for net obligations was available over a shorter time period, fiscal years 1957 through 1976, for eight of the ten agencies. Data for ERDA and the Veteran's Administration was only available for fiscal years 1961 through 1976.

The analysis indicated:

- The mean time lag between new budget authority and net obligations for all agencies combined was estimated at approximately 4 months, with 65 percent of new budget authority obligated within the first year.
- For all agencies analyzed except Agriculture, the average obligation lag was less than the respective outlay lag.
- In Commerce, Interior, Labor, ERDA, VA and Treasury, virtually all budget authority was estimated to be obligated within the first year.
- The estimated obligation lag for Agriculture was the same as the lag between budget authority and outlays. The lag was estimated at 7 months, with 56 percent of net obligations transacted within the first year.

ESTIMATED AVERAGE TIME LAG BETWEEN BUDGET
AUTHORITY AND NET OBLIGATIONS BY AGENCY

	<u>Average lag</u>
Agriculture	7 months
Commerce	0
Defense - Military	2
HEW	2
Interior	0
Labor	0
Treasury	0
ERDA/AEC	0
Veterans Administration	4
All Agencies	4

SOURCE: Budget of the U.S. Government, Fiscal Years 1957-1978.

CHANGES IN LAG BETWEEN BUDGET
AUTHORITY AND NET OBLIGATIONS

The methodology used to analyze changes in the outlay lag was used to determine changes in the lag between authority and net obligations. Five estimates of the mean lag were made from successive samples of 16 years, beginning with fiscal years 1957 through 1972 and ending with fiscal years 1961 through 1976.

We found that:

- For all agencies combined, the obligation lag was small and increased from approximately 1 to 4 months. Thus, the estimated share of new budget authority obligated within the first year decreased from 80 to 65 percent.
- Only two agencies, HEW and Defense-Military, appeared to have an increasing lag but the lag was small and the increase slight.

ESTIMATED CHANGES IN THE AVERAGE
TIME LAG 1/ BETWEEN NEW BUDGET AUTHORITY
AND NET OBLIGATIONS BY AGENCY 2/

	<u>FY</u> <u>57-72</u>	<u>FY</u> <u>58-73</u>	<u>FY</u> <u>59-74</u>	<u>FY</u> <u>60-75</u>	<u>FY</u> <u>61-76</u>
Agriculture	.36	.05	0	0	0
Commerce	0	.35	.45	.32	.28
Defense - Military	.04	.04	.04	.06	.14
HEW	.08	.09	.09	.11	.13
Interior	0	0	0	0	0
Labor	.19	0	0	0	0
Treasury	0	0	0	0	0
ERDA/AEC 3/	-	-	-	-	-
Veterans Admin- istration 3/	-	-	-	-	-
All Agencies	.08	.09	.15	.30	.33

1/ In fractions of a year.

2/ Average lags were estimated from successive samples of 16 years beginning with fiscal years 1957 through 1972 and ending with fiscal years 1961 through 1976.

3/ Insufficient time series data to allow estimation.

SOURCE: The Budget of the United States Government, Fiscal Years 1957-1978.

TAB 15
FEDERAL FUND ACCOUNTS WITH
MAJOR UNOBLIGATED BALANCES

CIVIL FEDERAL FUNDS

The fifteen Federal fund accounts with the largest unobligated balances were selected on the basis of fiscal year 1977 actual data from the fiscal year 1979 budget. The total actual unobligated balance for fiscal year 1977 in these fifteen accounts is \$78,235 million or 33 percent of total fiscal year 1977 civil unobligated balances. From fiscal year 1972-1977, nine of the fifteen Federal fund accounts experienced increases in unobligated balances. Unobligated balances in two accounts were unchanged from fiscal year 1972 to 1977: (1) Investment in Federal Deposit Insurance Corporation; and (2) Loans to Federal National Mortgage Association. Data available was insufficient for this analysis in four of the accounts.

Budget estimates for fiscal year 1979 indicate increases in unobligated balances in three of the fifteen accounts; decreases in ten accounts; and no change in two accounts. The largest increase (\$2,188 million or 22 percent over the fiscal year 1977 balance is estimated for the International Financial Institutions account. The total estimated unobligated balance in these fifteen accounts at the end of fiscal year 1979 is \$40,733 million.

Budget estimates also indicate that at the end of fiscal year 1979, the following accounts will no longer be among the fifteen Federal fund accounts with the largest end-of-year unobligated balances:

- Subsidized Housing Programs, 86-0139-0-1-604,
- Emergency Mortgage Purchase Assistance, 86-4207-0-3-371,
- Price Support and Related Programs, 12-4336-0-3-351,
- Special Assistance Functions Fund, 86-4205-0-3-371,
- New York Seasonal Financing Fund, 20-4069-0-3-852,
- Advances to the Unemployment Trust Fund and Other Funds,
16-0327-0-1-603,
- Employment and Training Assistance, 16-0174-0-1-504,

If the estimates are correct, the accounts above will be replaced by:

- EPA Construction Grants, 68-0103-0-1-304,
- Energy, 89-0203-0-1-270,

- Participation Sales Fund, 86-4206-0-3-999,
- Direct Loan Revolving Fund, 36-4024-0-3-704,
- Housing for the Elderly or Handicapped Fund, 86-4115-0-3-371,
- Investment in Securities Investor Protection Corporation,
50-4068-0-3-376,
- Urban Renewal Programs, 86-4034-0-3-451.

The chart on page 7 provides additional information on the Federal fund accounts estimated to have the largest unobligated balances at the end of fiscal year 1979.

This tab contains a brief narrative description of the programs funded by each of the fifteen accounts with selected financial information. For each account, the following information is also provided:

- first and second budget estimates for unobligated balances,
- actual unobligated balances,
- differences between estimated and actual unobligated balances,
- total available for obligation (TAO) as defined in Tab 9, page 4,
- graphic displays.

FEDERAL FUNDS
LARGEST CIVIL UNOBLIGATED BALANCES AS OF
FY 1977 (millions of dollars)

Account Name & Number	Unobligated Balance Available, End of Year		Percent of Civil Federal Fund Unob- ligated Balance Available*		Percent of Total Civil Unobligated Balance Avail- able, Fed. & Trust Funds**	
	1977	1979(Est.)	1977	1979(Est.)	1977	1979(Est.)
1. Subsidized Housing Programs, 86-0130-0-1-604	9,852	--	9	--	4	--
2. International Financial Institutions, 11-0050-0-1-151	9,850	12,038	9	21	4	6
3. Urban Mass Transportation Fund, 1/ 69-1119-0-1-401 1/ (69-1120-0-1-401)	9,623 --	-- (6,954)	9 --	-- (12)	4	(3)
4. Emergency Mortgage Purchase Assistance 86-4207-0-3-371	8,187	--	8	--	4	--
5. Tennessee Valley Authority Fund, 64-4110-0-3-999	7,293	3,940	7	7	3	2
6. Price Support and Related Programs 12-4336-0-3-351	5,506	--	5	--	2	--

1/ Proposed legislation would terminate this account on September 30, 1978. It would be replaced by the Urban Mass Transportation Fund, 69-1120-0-1-401, to fund certain new transit programs.

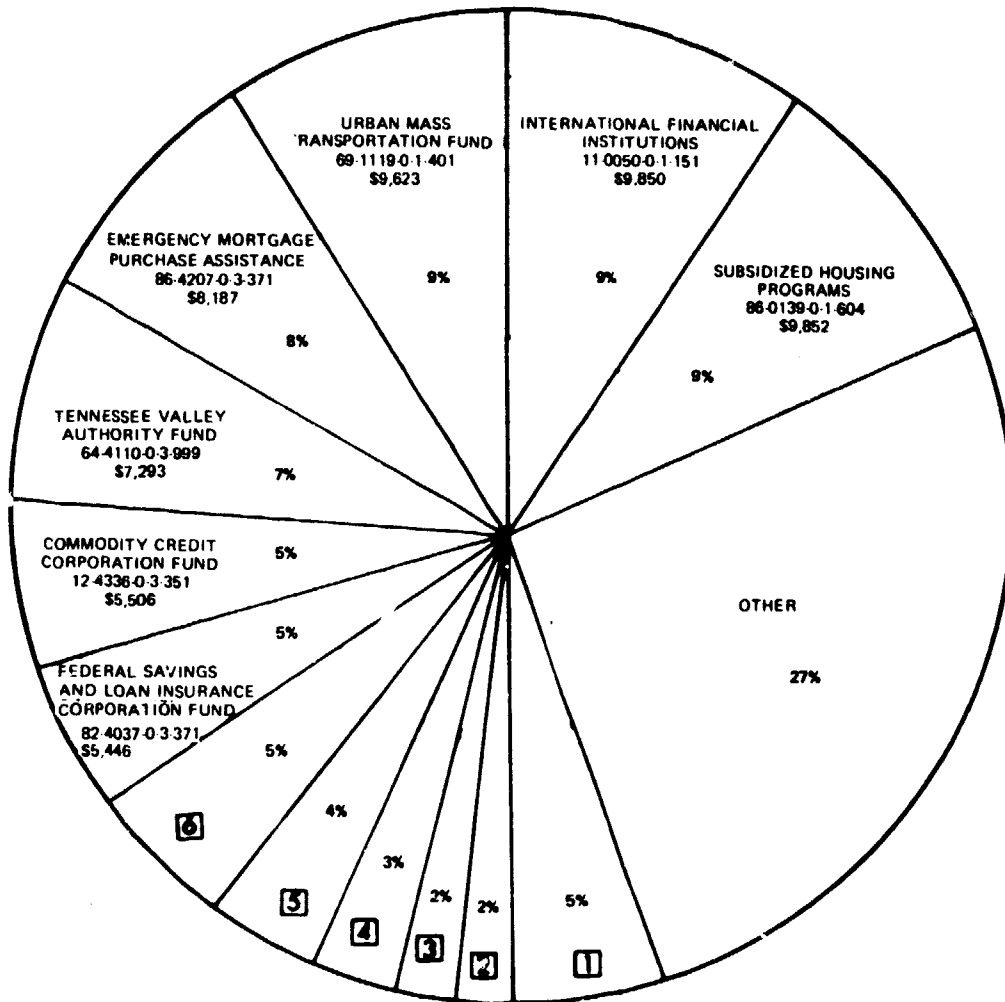
Account Name & Number	FEDERAL FUNDS				
	LARGEST CIVIL UNOBLIGATED BALANCES AS OF				
	FY 1977 (millions of dollars)				
	Unobligated Balance Available, End of Year	1979 (Est.)	1977	Percent of Civil Federal Fund Unob- ligated Balance Available*	Percent of Total Civil Unobligated Balance Avail- able, Fed. & Trust Funds**
	1977	1979 (Est.)	1977	1979 (Est.)	1977 1979 (Est.)
7. Federal Savings & Loan Insurance Corporation Fund, 82-4037-0-3-371	5,446	6,285	5	11	2 3
8. Special Assistance Functions Fund, 86-4205-0-3-371	5,090	--	5	--	2 --
9. Federal Home Loan Bank Board Revolv- ing Fund, 82-4135-0-3-371	3,971	3,962	4	7	2 2
10. Investment in Federal Deposit Insurance Corp., 51-0202-0-1-371	3,000	3,000	3	5	1 1
11. New York City Seasonal Financ- ing Fund, 20-4069-0-3-852	2,300	--	2	--	1 --
12. Loans to Federal National Mortgage Association, 86-4319-0-3-371	2,250	2,250	2	4	1 1

Account Name & Number	FEDERAL FUNDS				
	LARGEST CIVIL UNOBLIGATED BALANCES AS OF				
	FY 1977 (millions of dollars)				
	Unobligated Balance Available, End of Year	1977 (Est.)	1977	Percent of Civil Federal Fund Unob- ligated Balance Available* End of Year	1979 (Est.)
13. Federal Housing Administration Fund, 36-4070-0-3-371	2,027	2,305	1.8	4	1
14. Advances to the Unemployment Trust Fund & Other Funds, 16-0327-0-1-603	1,980	--	1.8	--	--
15. Employment & Training Assis- tance, 16-0174-0-1-504	1,860	--	1.7	--	--
TOTAL	78,235	40,734	73	71	19
AVERAGE			5	5	1

* 1977 Civil Federal Fund Unobligated Balance Available, End of Year: \$107,747 million.
 1979 (Estimated) Civil Federal Fund Unobligated Balance Available, End of Year: \$58,408 million.
 ** 1977 Total Civil Unobligated Balance Available (Federal & Trust Funds), End of Year: \$235,191.
 1979 (Estimated) Total Civil Unobligated Balance Available (Federal & Trust Funds), End of Year: \$203,316.

SOURCE: Appendix, The Budget of the United States Government, Fiscal Year 1979.

**TOTAL CIVIL FEDERAL FUND UNOBLIGATED BALANCE, FY 1977
(MILLIONS OF DOLLARS)***



1 3 ACCOUNTS WITH LESS THAN 2% EACH OF TOTAL BALANCE**

2 LOANS TO FEDERAL NATIONAL MORTGAGE ASSOCIATION
86-4319-0-3-371
\$2,250

3 N.Y. CITY SEASONAL FINANCING FUND
20-4069-0-3-852
\$2,300

4 INVESTMENT IN FEDERAL DEPOSIT INSURANCE CORP.
51-0202-0-1-371
\$3,000

5 FEDERAL HOME LOAN BANK BOARD REVOLVING FUND
82-4036-0-3-371
\$3,971

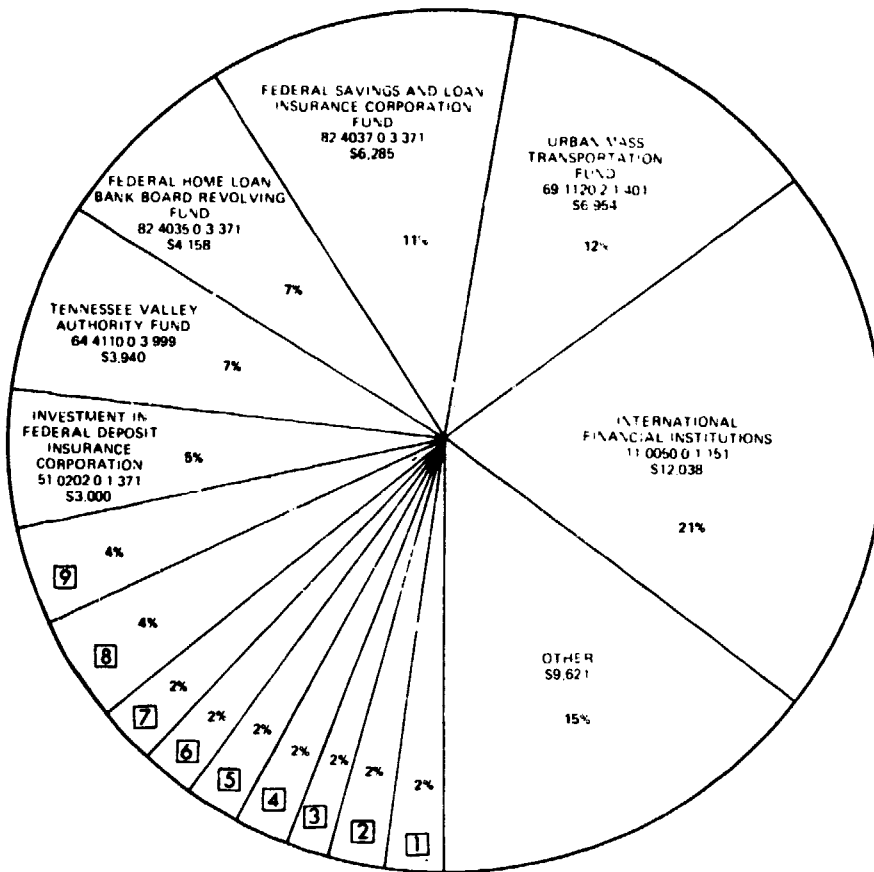
6 SPECIAL ASSISTANCE FUNCTIONS FUND,
86-4205-0-3-371
\$5,090

*TOTAL CIVIL FEDERAL FUND UNOBLIGATED BALANCE, END OF FY 1977: \$107,747 MILLION.

**3 ACCOUNTS: 83-4070-0-3-371 FEDERAL HOUSING ADMINISTRATION FUND
18-0327-0-1-803 ADVANCES TO THE UNEMPLOYMENT TRUST FUND AND
OTHER FUNDS
13-0174-0-1-504 EMPLOYMENT AND TRAINING ASSISTANCE

SOURCE: BUDGET OF THE UNITED STATES GOVERNMENT, FISCAL YEAR 1979
APPENDIX, BUDGET OF THE UNITED STATES GOVERNMENT, FISCAL YEAR 1979

**TOTAL CIVIL FEDERAL FUND UNOBLIGATED BALANCE
FY 1979, ESTIMATED
(MILLIONS OF DOLLARS)***



- 1 URBAN RENEWAL PROGRAMS
86 4034 0 3 451
\$966
- 2 INVESTMENT IN SECURITIES INVESTOR PROTECTION CORPORATION
50 4068 0 3 376
\$1,000
- 3 HOUSING FOR THE ELDERLY OR HANDICAPPED FUND
86 4115 0 3 371
\$1,008
- 4 DIRECT LOAN REVOLVING FUND
36 4024 0 3 704
\$1,051
- 5 PARTICIPATION SALES FUND
86 4206 0 3 999
\$1,091
- 6 ENERGY INFORMATION POLICY AND REGULATION
89 0203 0 1 270
\$1,232
- 7 EPA CONSTRUCTION GRANTS
68 0106 0 1 304
\$1,377
- 8 LOANS TO FEDERAL NATIONAL MORTGAGE ASSOCIATION
86 4319 0 3 371
\$2,305
- 9 FEDERAL HOUSING ADMINISTRATION FUND
86 4000 0 3 371
\$2,382

*TOTAL (ESTIMATED) CIVIL FEDERAL FUND UNOBLIGATED BALANCE AVAILABLE,
END OF FY 1979 \$58,408 MILLION

SOURCE: BUDGET OF THE UNITED STATES GOVERNMENT, FISCAL YEAR 1979
APPENDIX, THE BUDGET OF THE UNITED STATES GOVERNMENT, FISCAL YEAR 1979

Department of Housing and Urban Development
 Subsidized Housing Programs 1/

This General Fund is financed by contract authority to enter into additional contracts for subsidized housing and appropriation for payments to liquidate such contracts under seven separate housing programs: (1) Lower income housing assistance (section 8); (2) Public housing; (3) Rent supplement; (4) Homeownership assistance (section 235); (5) Rental housing assistance (section 236); (6) College housing grants; and (7) State housing finance and development agencies. Budget authority is made available pursuant to specific authorizations. The unobligated balance available in the account at the end of fiscal year 1977 amounted to 4 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balances Available, End of Year
 (millions of dollars)

<u>FY</u>	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	-	-	-
73	-	-	-
74	-	-	-
75	-	-	-
76	-	-	-
TQ	-	-	-
77	-	-	9,852
78	7,066	-	-
79	-	-	-

<u>FY</u>	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st. Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	-	-	-	-	-
73	-	-	-	-	-	-
74	-	-	-	-	-	-
75	-	-	-	-	-	-
76	-	-	-	-	-	-
TQ	-	-	-	-	-	-
77	-	-	-	-	-	-

Average

Misestimate: ** ** ** **

1/ This account first appeared in the FY 1979 budget.

** Insufficient data available to determine average misestimate.

SOURCE: Appendix, The Budget of the United States Government Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	-	-	-
73	-	-	-
74	-	-	-
75	-	-	-
76	-	-	-
TQ	-	-	-
77	9,852	40,418	<u>24</u>
		Average:	**

** Insufficient data available to determine average percent.

SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979

86-0139-0-1-604

Department of Housing and Urban Development
Subsidized Housing Programs

Data concerning actual unobligated balances and total available for obligation in this account was available for only one fiscal year and was not suitable for presentation in graphics.

11-0050-0-1-151

Funds Appropriated to the President
International Financial Institutions

This is a General Fund which is financed by appropriation and authority to spend public debt receipts. The fund is used for payments to replenish the capital of several international development lending institutions including the African Development Fund and the Asian Development Fund. These lending institutions make capital loans and other loans to developing member countries. At the end of fiscal year 1977, the unobligated balance available in the account amounted to 4 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

<u>FY</u>	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	7,397	7,397	8,365
73	7,814	8,240	8,329
74	8,466	9,519	9,752
75	9,554	9,783	9,588
76	9,879	9,859	10,259
TQ	9,859	-	9,915
77	10,156	10,076	9,860
78	10,460	10,662	-
79	12,038	-	-

<u>FY</u>	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	968	-	968	12	12
73	-	515	-	89	06	01
74	-	1,286	-	233	13	02
75	-	34	195	-	00	02
76	-	380	-	400	04	04
TQ	-	56	-	-	01	-
77	306	-	226	-	03	02

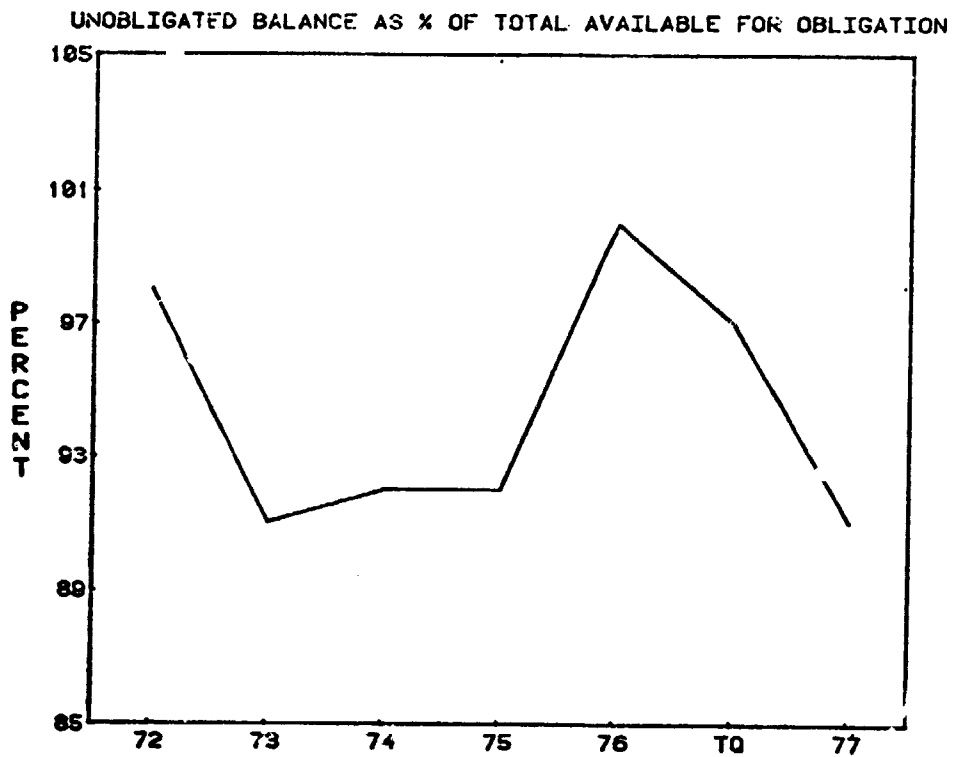
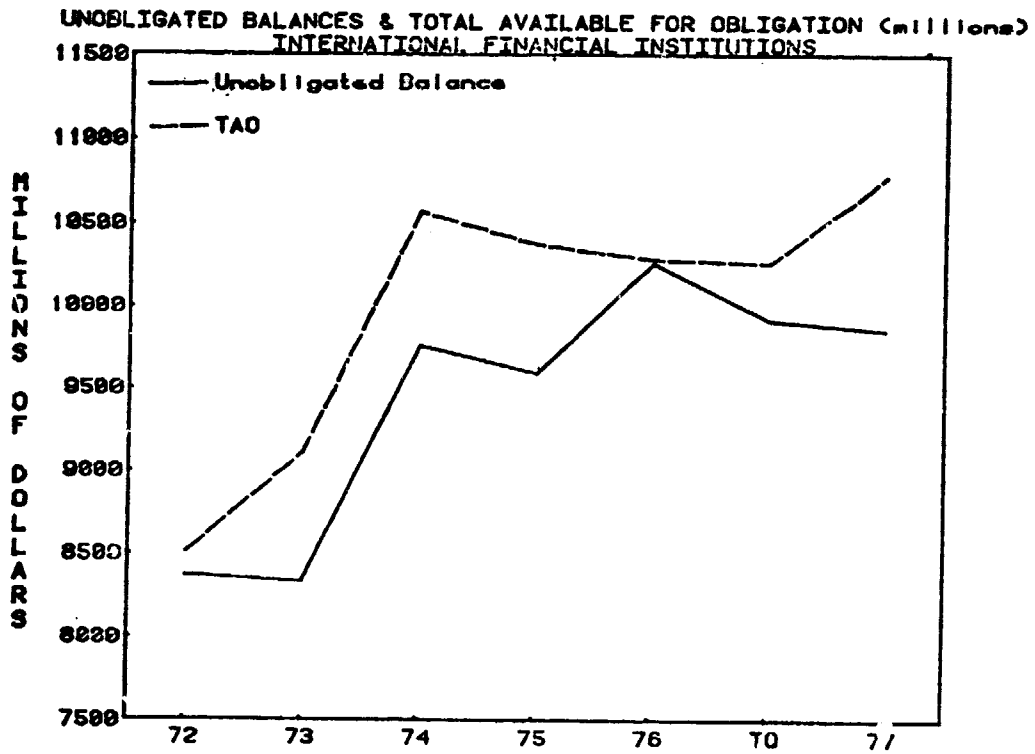
Average				
Misestimate:	506	352	06	04

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	8,365	8,508	98
73	8,329	9,104	91
74	9,752	10,566	92
75	9,588	10,371	92
76	10,259	10,283	100
TQ	9,915	10,259	97
77	9,850	10,781	91
Average :			<u>94</u>

SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979



69-1119-0-1-401

Department of Transportation
Urban Mass Transportation Fund 1/

This is a General Fund established to finance grants, contracts and loans to assist States and local public agencies to conduct studies, research and development, and training related to urban mass transportation systems and services. Capital facilities relocation and technical studies activities are financed by the authority to obligate in advance of appropriations. Other grants and contracts and administrative expenses are funded through appropriations applied to the available contract authority. The unobligated balance available in the account at the end of fiscal year 1977 amounted to 4 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

FY	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	2,462	2,394	2,437
73	1,395	4,459	1,420
74	3,460	2,402	3,805
75	2,054	11,151	12,573
76	9,436	10,768	11,830
TQ	10,372	-	11,643
77	8,546	9,099	9,623
78	6,579	6,953	-
79	6,954	-	-

FY	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
-	25	-	-	43	01	02
73	-	25	3,039		02	214
74	-	345	-	403	09	11
75	-	10,519	-	1,422	84	11
76	-	2,394	-	1,062	20	09
TQ	-	1,271	-	-	11	-
77	-	1,077	-	524	11	05

Average
Misestimate: 2,237 1,082 20 42

1/ Proposed legislation would terminate this account on September 30, 1978. It would be replaced by the Urban Mass Transportation Fund, 69-1120-0-1-401, to fund certain new transit programs.

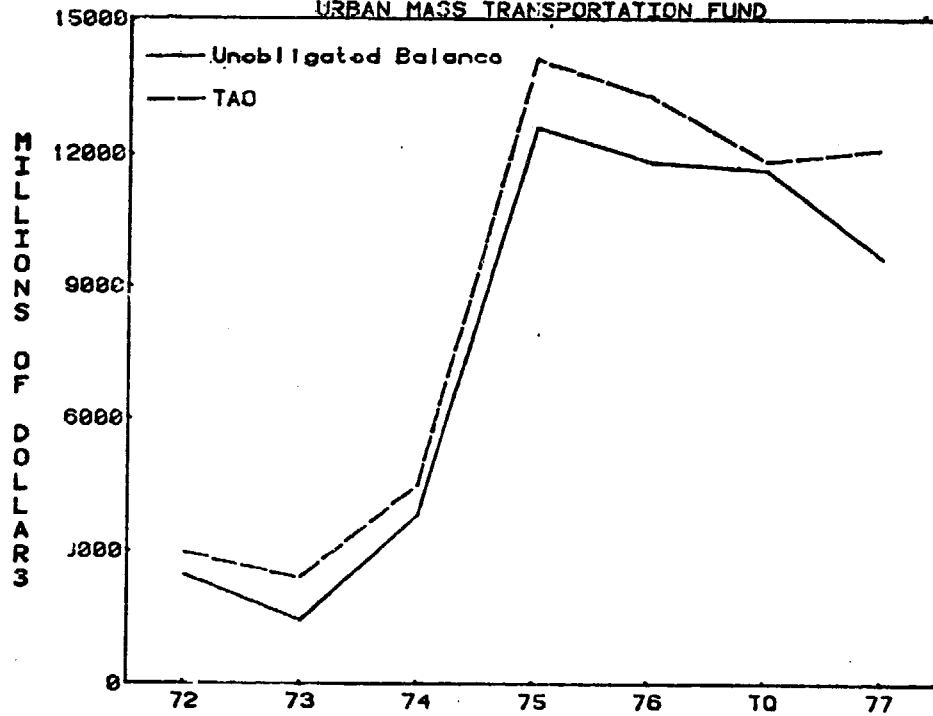
SOURCE: Appendix, the Budget of the United States Government, Fiscal Years 1972-1979.

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

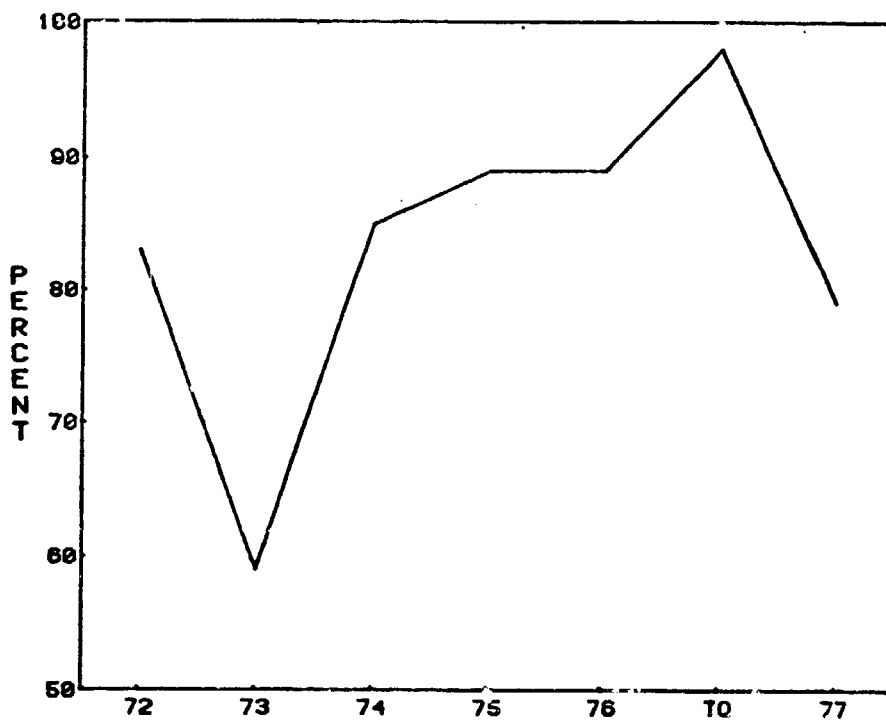
<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	2,437	2,945	83
73	1,420	2,409	59
74	3,805	4,481	85
75	12,573	14,121	89
76	11,830	13,267	89
TQ	11,643	11,832	98
77	9,623	12,107	79
		Average:	<u>83</u>

SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979

UNOBLIGATED BALANCES & TOTAL AVAILABLE FOR OBLIGATION (millions)
URBAN MASS TRANSPORTATION FUND



UNOBLIGATED BALANCE AS % OF TCTAL AVAILABLE FOR OBLIGATION



86-4207-0-3-371

Department of Housing and Urban Development
Emergency Mortgage Purchase Assistance 1/

This Public Enterprise Fund is financed by Treasury borrowings, mortgage principal liquidations, and mortgage interest payments. The account provides standby authority to purchase below-market-rate mortgages when economic conditions have a severely disproportionate effect on the housing industry, which seriously threatens to affect the economy. At the end of fiscal year 1977, the account contained 3.5 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

FY	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	-	-	-
73	-	-	-
74	-	-	-
75	-	-	-
76	-	-	-
77	-	-	-
77	-	-	8,187
78	300	-	-
79	-	-	-

FY	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>	<u>2nd Est.</u>			<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	-	-	-	-	-
73	-	-	-	-	-	-
74	-	-	-	-	-	-
75	-	-	-	-	-	-
76	-	-	-	-	-	-
77	-	-	-	-	-	-

Average
Misestimate ** ** ** **

1/ This account first appeared in the fiscal year 1979 budget.

** Insufficient data available to determine average misestimate.

SOURCE: Appendix, The Budget of the United States Government, Fiscal Year 1972-1979.

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	-	-	-
73	-	-	-
74	-	-	-
75	-	-	-
76	-	-	-
T0	-	-	-
77	8,187	9,779	<u>84</u>
Average:			**

** Insufficient data available to determine average percent

SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979

86-4207-0-3-371

Department of Housing and Urban Development
Emergency Mortgage Purchase Assistance

Data concerning actual unobligated balances and total available for obligation in this account was available for only one fiscal year and was not suitable for presentation in graphics.

64-4110-0-3-999
Tennessee Valley Authority
Tennessee Valley Authority Fund

This is a Public Enterprise Fund. It is financed by appropriations, proceeds available from current power operations and borrowings against future power revenues, and proceeds available from nonpower activities. Programs funded by the account include: (1) water resources development; (2) forest resources development; (3) technical assistance to improve existing towns and to guide development of new communities; (4) fertilizer research and development; and other related activities. At the end of fiscal year 1977 the unobligated balance available in the account amounted to 3 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

<u>FY</u>	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	2,428	2,451	2,561
73	1,658	1,954	2,041
74	1,399	1,198	1,287
75	800	810	685
76	5,235	9,366	8,708
TQ	8,284	-	8,521
77	7,282	7,107	7,293
78	5,704	5,374	-
79	3,940		

<u>FY</u>	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st. Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	133	-	110	05	04
73	-	383	-	87	19	04
74	112	-	-	89	09	07
75	115		125	-	17	18
76	-	3,473	658	-	40	08
TQ	-	237	-	-	03	-
77	-	11	-	186	00	03

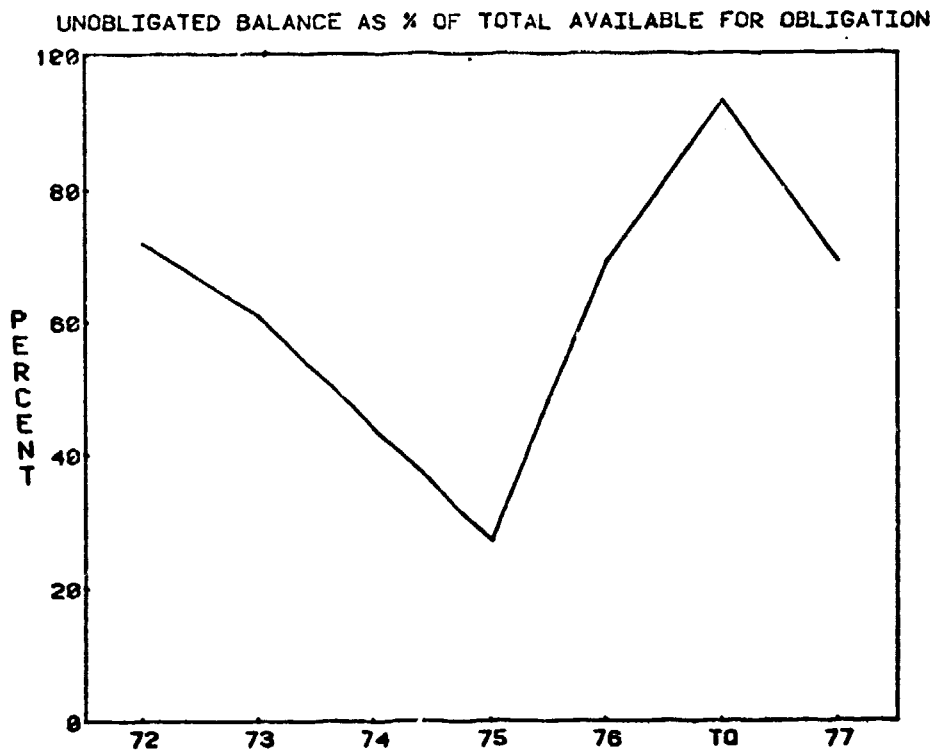
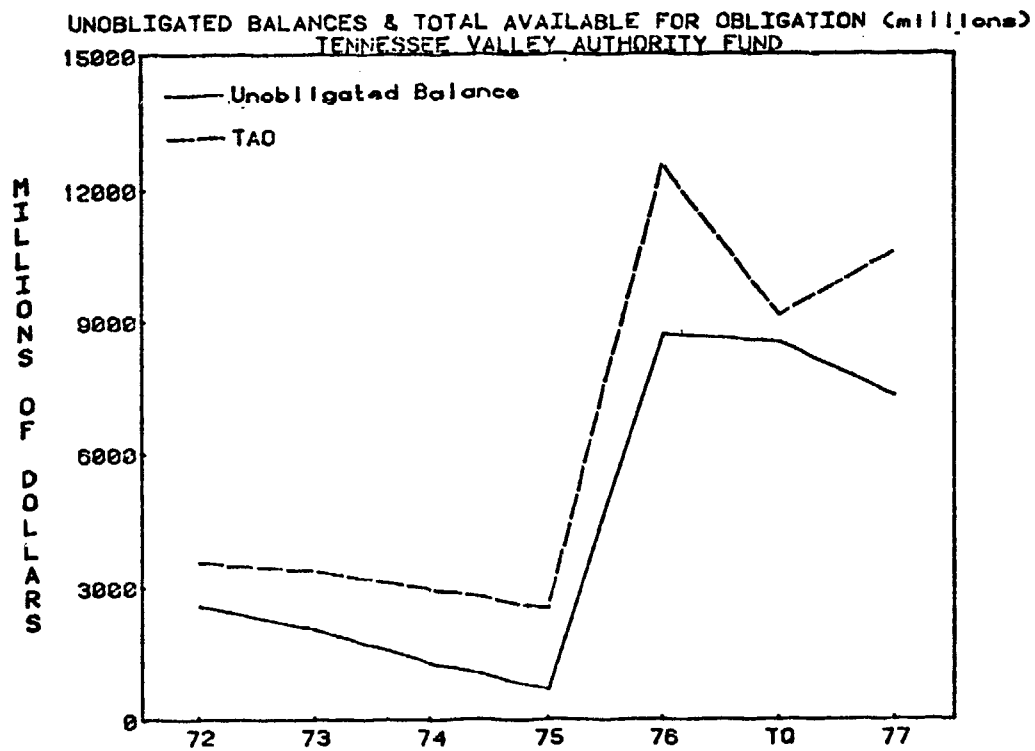
Average
Misestimate: 638 209 13 07

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	2,561		
73	2,041	3,554	72
74	1,287	3,361	61
75	685	2,940	44
76	8,708	2,522	27
TQ	8,521	12,543	69
77	7,293	9,146	93
		10,609	69
		Average:	<u>62</u>

SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979



Department of Agriculture (Commodity Credit Corporation)
Price Support and Related Programs: Reimbursement for Net Realized
Losses

Unobligated Balance Available, End of Year
(millions of dollars)

FY	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st.Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	529	-	-	-	529	-
73	-	-	-	367	-	28
74	-	3,137	503	-	62	10
75	600	-	-	602	07	07
76	517	-	-	448	06	04
TQ	-	429	-	-	04	-
77	3,965	-	2,625	-	72	48
78	-	-	-	-	-	-

1/ The Program and Financing Schedule for this account in the fiscal year 1973 Budget Appendix contained no line entry for unobligated balance available, end of year.

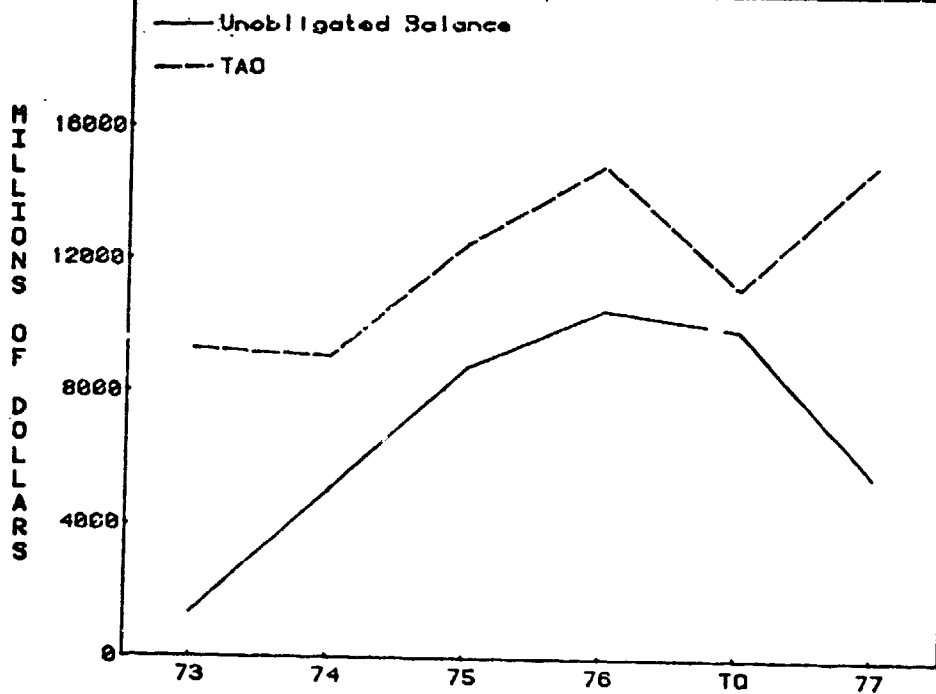
-23-

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

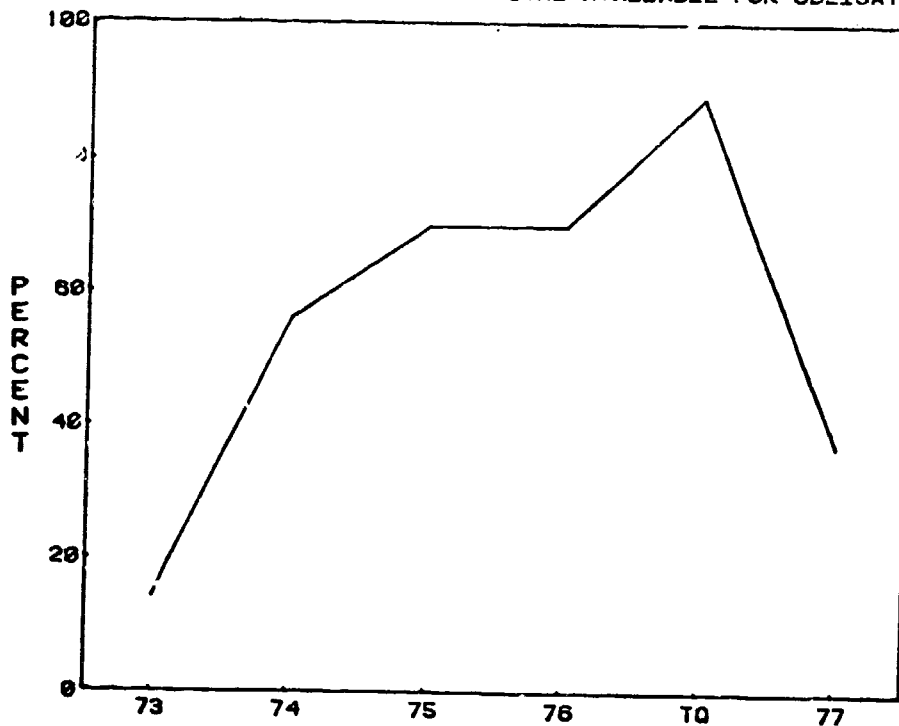
<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	-	10,113	00
73	1,317	9,291	14
74	5,039	9,055	56
75	8,750	12,526	70
76	10,503	14,911	70
TQ	9,900	11,181	89
77	5,506	14,922	37
		Average:	<u>48</u>

SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979

UNOBLIGATED BALANCES & TOTAL AVAILABLE FOR OBLIGATION (millions)
 PRICE SUPPORT & RELATED PROGRAMS: REIMBURSEMENT FOR NET REALIZED LOSSES



UNOBLIGATED BALANCE AS % OF TOTAL AVAILABLE FOR OBLIGATION



82-4037-0-3- 371

Federal Home Loan Bank Board

Federal Savings and Loan Insurance Corporation Fund

This is a Public Enterprise Fund which is used to protect savers in a member institution against financial loss up to a statutory limit of \$40 thousand. This is accomplished by making loans to institutions in financial difficulty, or by making contributions or by purchasing all or part of an association's assets. In the event of a liquidation, payments of insurance are made to savings account holders. The original capital for the fund of \$100 million has been repaid to Treasury, together with an additional \$43 million in interest. The Corporation has continuing authority to borrow from the Treasury up to a limit of \$750 million, but no borrowings have ever been necessary under this authority. The Corporation has additional authority to assess each insured institution additional premiums for insurance. The unobligated balance available at the end of fiscal year 1977 in the account amounted to 2 percent of the total civil unobligated balances available for the Federal budget.

Unobligated Balance Available End of Year
(millions of dollars)

<u>FY</u>	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	3,504	3,581	3,527
73	3,801	3,741	3,835
74	4,081	4,160	4,185
75	4,502	4,490	4,523
76	4,805	4,849	4,883
TQ	4,928	-	5,011
77	5,270	5,319	5,446
78	5,732	5,821	-
79	6,285	-	-

<u>FY</u>	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st. Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	23	54	-	01	02
73	-	34	-	94	01	02
74	-	104	-	25	02	01
75	-	21	-	33	00	01
76	-	78	-	34	02	01
TQ	-	83	-	-	02	-
77	-	176	-	127	03	02

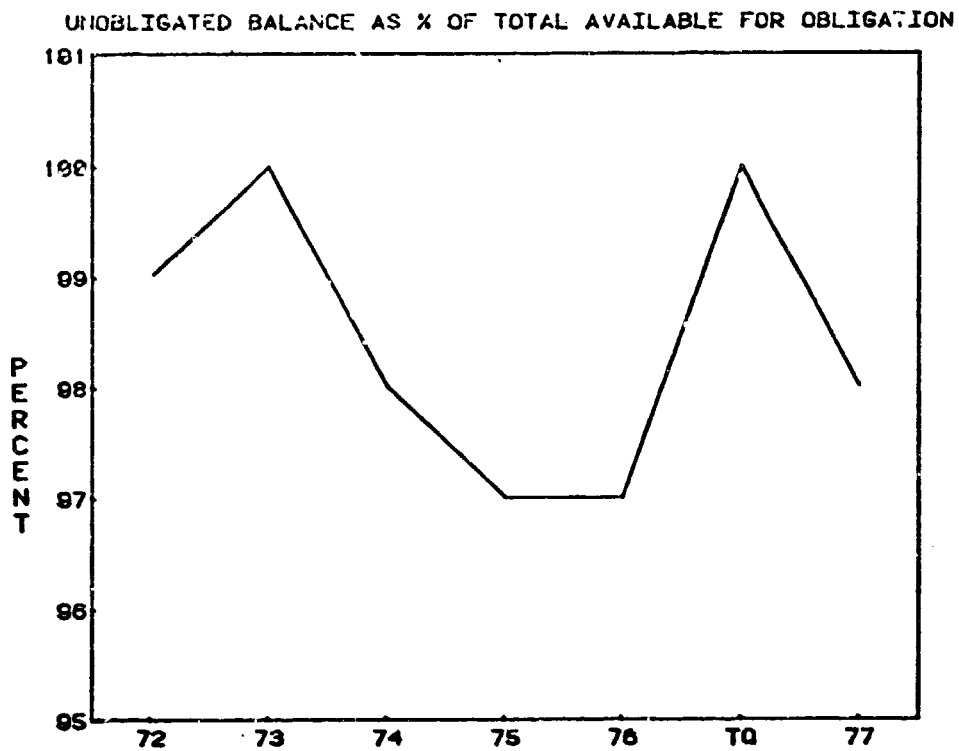
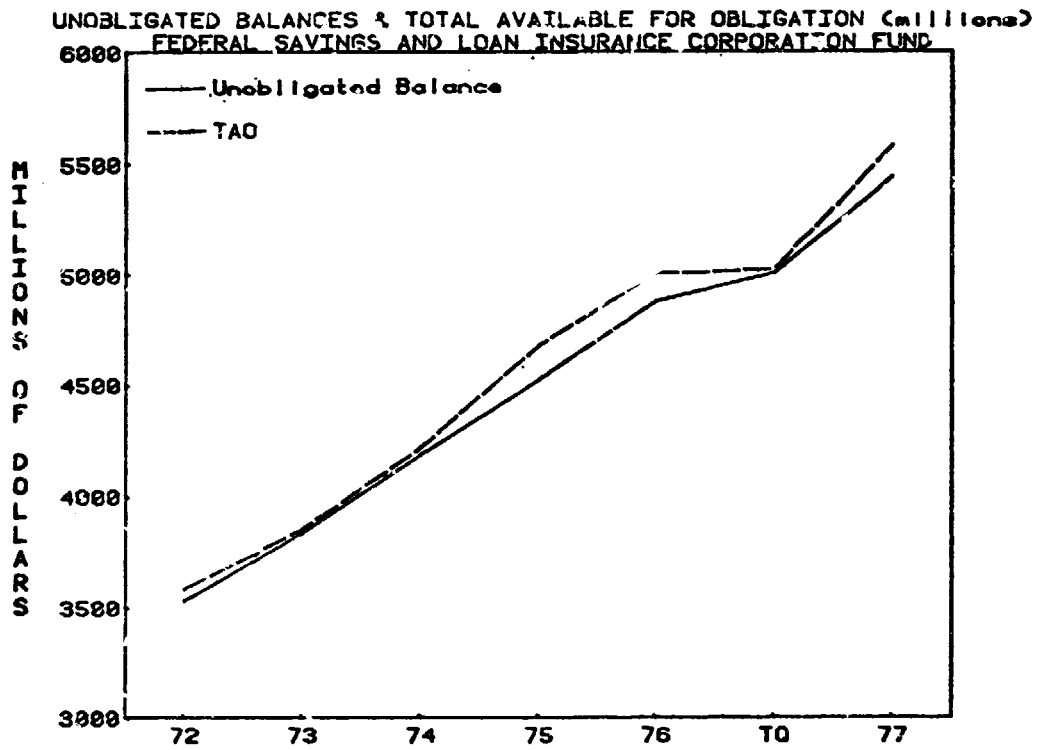
Average
Misestimate: 74 61 02 02

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	3,527	3,580	99
73	3,835	3,853	100
74	4,185	4,217	98
75	4,523	4,681	97
76	4,883	5,009	97
TQ	5,011	5,030	100
77	5,446	5,585	98
Average:			<u>98</u>

SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979



86-4205-0-3-371

Department of Housing and Urban Development
Government National Mortgage Association
Special Assistance Functions Fund

This is a Public Enterprise Fund which is financed by the authority to spend public debt receipts, mortgage loan repayments, interest on mortgage loans, mortgage sales and other minor assets. The account is used: (1) to make purchases and purchase commitments of FHA insured and VA guaranteed mortgage loans; and (2) for standby mortgage purchase authority to be used under certain economic conditions. At the end of fiscal year 1977, the account contained 2 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

FY.	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	3,912	4,632	3,995
73	4,605	4,485	3,725
74	5,540	2,969	3,823
75	5,290	1,088	1,543
76	8,362	7,876	10,775
TQ	10,110	-	12,710
77	11,080	12,315	5,090
R	-	-	-

FY	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	84	636	-	02	16
73	880	-	760	-	24	20
74	1,717	-	-	854	45	22
75	3,747	-	-	455	243	29
76	-	2,413	-	2,699	22	27
TQ	-	2,600	-	-	20	-
77	5,990	-	7,225	-	118	142

Average

Misestimate: 2,490 2,138 68 43

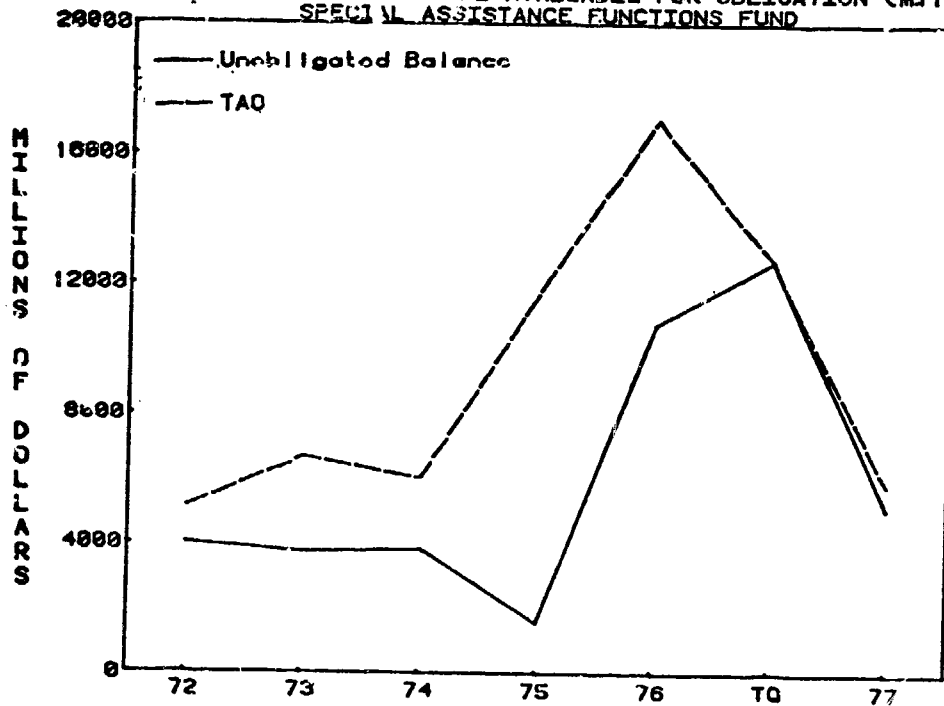
SOURCE: Appendix, the Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

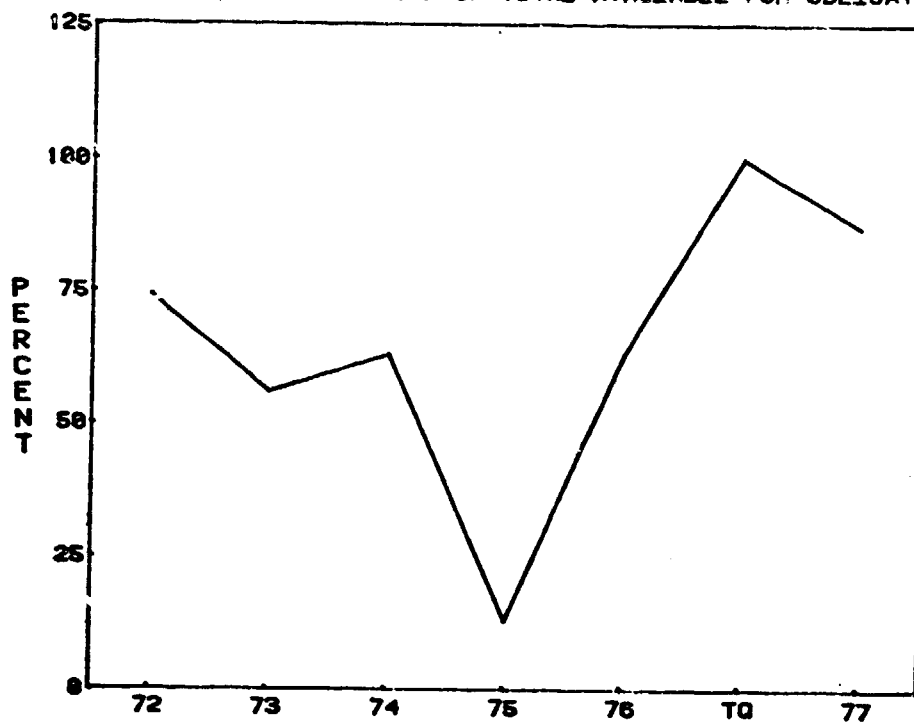
<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	3,996	5,141	78
73	3,725	6,651	56
74	3,823	6,042	63
75	1,543	11,764	13
76	10,775	17,087	63
TQ	12,710	12,735	100
77	5,090	5,871	87
Average:			66

SOURCE: Appendix, The Budget of the United States Government, Fiscal Year 1972-1979

UNOBLIGATED BALANCES & TOTAL AVAILABLE FOR OBLIGATION (millions)
SPECIAL ASSISTANCE FUNCTIONS FUND



UNOBLIGATED BALANCE AS % OF TOTAL AVAILABLE FOR OBLIGATION



82-4035-0-?-371

Federal Home Loan Bank Board

Federal Home Loan Bank Board Revolving Fund

This is a Public Enterprise Fund. It is financed by the authority to spend public debt receipts; assessments of the Federal Savings and Loan Insurance Corporation and Federal Home Loan Banks; examining fees and charges; loan repayments from Federal Home Loan Banks; and reimbursements from other accounts, rental income and miscellaneous income. Major programs funded by the account are: (1) examination and supervision of Federal Home Loan Banks; (2) examination and supervision of Federal and State-chartered thrift institutions; and (3) executive direction and staff services. At the end of fiscal year 1977, the unobligated balance available in this account amounted to 2 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

FY	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	8	13	18
73	10	10	19
74	5	9	4,011
75	2	5,988	4,747
76	3,975	2,432	2,439
TQ	2,440	-	2,481
77	2,482	3,595	3,971
78	3,620	3,960	-
79	3,962	-	-

FY	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	10	-	5	56	28
73	-	9	-	9	47	47
74	-	4,006	-	4,002	100	100
75	-	4,745	1,241	-	100	26
76	1,536	-	-	7	63	00
TQ	-	41	-	-	02	-
77	-	1,489	-	376	37	09

Average

Misestimate: 1,691

940

58

35

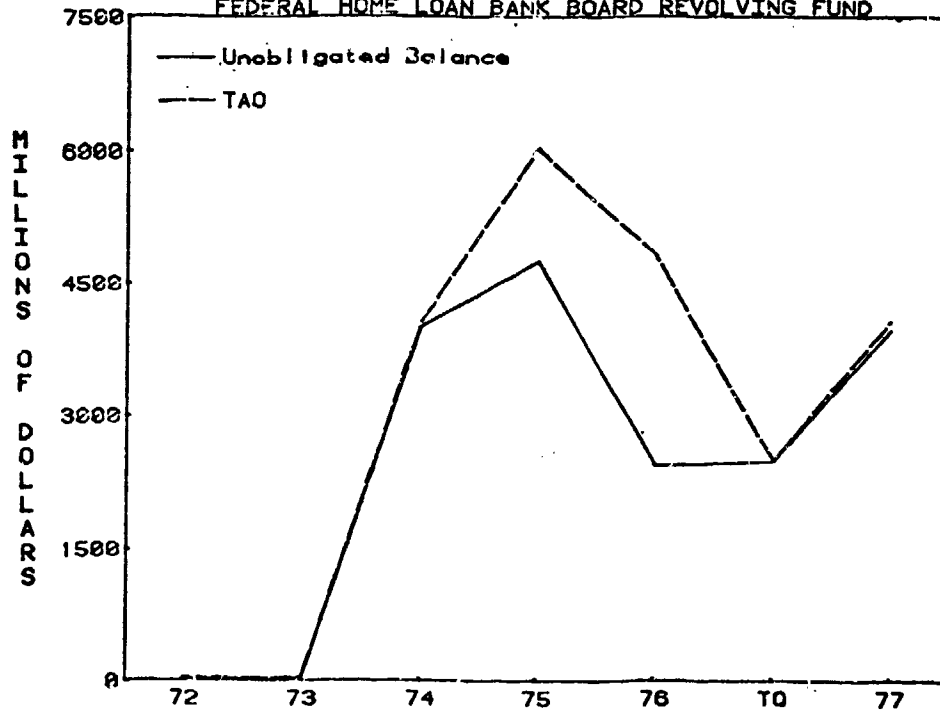
SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

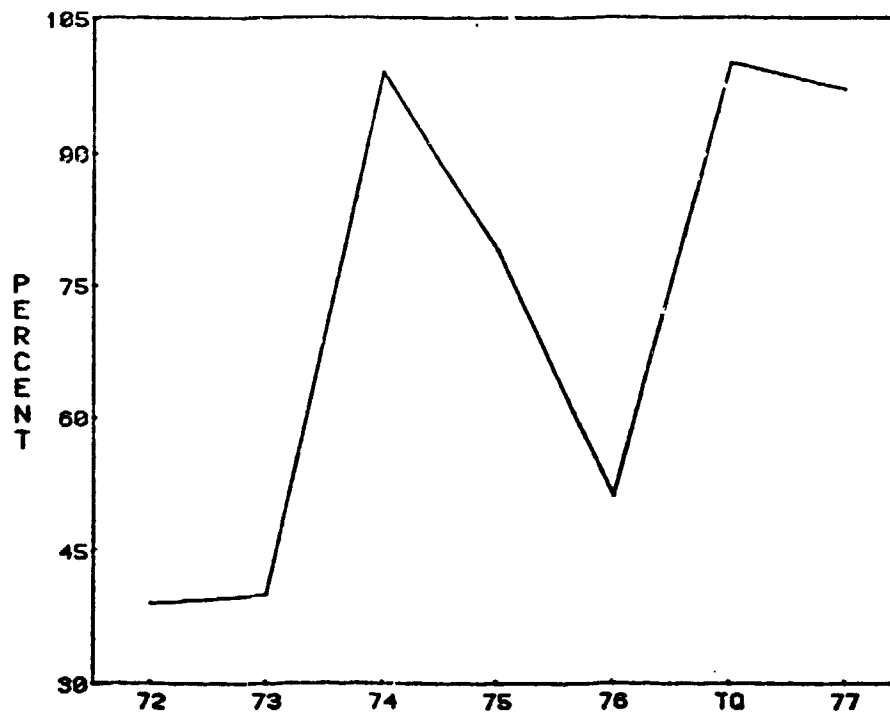
<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	18	46	39
73	19	47	40
74	4,011	4,051	99
75	4,747	6,037	79
76	2,439	4,824	51
TQ	2,481	2,492	100
77	3,971	4,082	97
Average:			<u>72</u>

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

UNOBLIGATED BALANCES & TOTAL AVAILABLE FOR OBLIGATION (millions)
FEDERAL HOME LOAN BANK BOARD REVOLVING FUND



UNOBLIGATED BALANCE AS % OF TOTAL AVAILABLE FOR OBLIGATION



51-0202-0-1-371

Federal Deposit Insurance Corporation

Investment in Federal Deposit Insurance Corporation

This General Fund finances the activities of the Federal Deposit Insurance Corporation such as the promulgation and enforcement of rules and regulations relating to the supervision of insured banks and other regulatory and supervisory functions. It is financed by the authority to borrow from the United States Treasury. At the end of fiscal year 1977, it contained 1 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balances Available, End of Year
(millions of dollars)

FY	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	3,000	3,000	3,000
73	3,000	3,000	3,000
74	3,000	3,000	3,000
75	3,000	3,000	3,000
76	3,000	3,000	3,000
TQ	3,000	-	3,000
77	3,000	3,000	3,000
78	3,000	3,000	-
79	3,000	-	-

FY	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	00	00	00	00	0	0
73	00	00	00	00	0	0
74	00	00	00	00	0	0
75	00	00	00	00	0	0
76	00	00	00	00	0	0
TQ	00	00	-	-	0	-
77	00	00	00	00	0	0

Average
Misestimate: 00 00 0 0

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	3,000	3,000	100
73	3,000	3,000	100
74	3,000	3,000	100
75	3,000	3,000	100
76	3,000	3,000	100
77	3,000	3,000	100
Average:			<u>100</u>

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979.

51-0202-0-1-371

Federal Deposit Insurance Corporation

Investment in Federal Deposit Insurance Corporation

Data concerning actual unobligated balances and total available for obligation in this account remained the same (\$3,000 million) during all fiscal years analyzed, and was not suitable for presentation in graphics.

20-4069-0-3-852
 Department of the Treasury
 NY City Seasonal Financing Fund*

This is a Public Enterprise Fund. It is used to provide short-term loans to New York City during periods when the city's outlays exceed income. Loans are authorized through June 30, 1978. The outstanding balance may not exceed \$2.3 billion and all loans made in a NY City fiscal year must be repaid during that fiscal year. The fund is financed by the sales of loans to the Federal Financing Bank. The unobligated balance available in the account at the end of fiscal year 1977 amounted to 1 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
 (millions of dollars)

<u>FY</u>	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	-	-	-
73	-	-	-
74	-	-	-
75	-	-	-
76	-	2,300	2,300
TQ	2,300	-	2,300
77	2,300	2,300	2,300
78	-	-	-
79	-	-	-

<u>FY</u>	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	-	-	-	-	-
73	-	-	-	-	-	-
74	-	-	-	-	-	-
75	-	-	-	-	-	-
76	-	-	00	00	00	00
TQ	00	00	-	-	00	00
77	00	00	00	00	00	00

Average
 Misestimate: 00 00 00 00

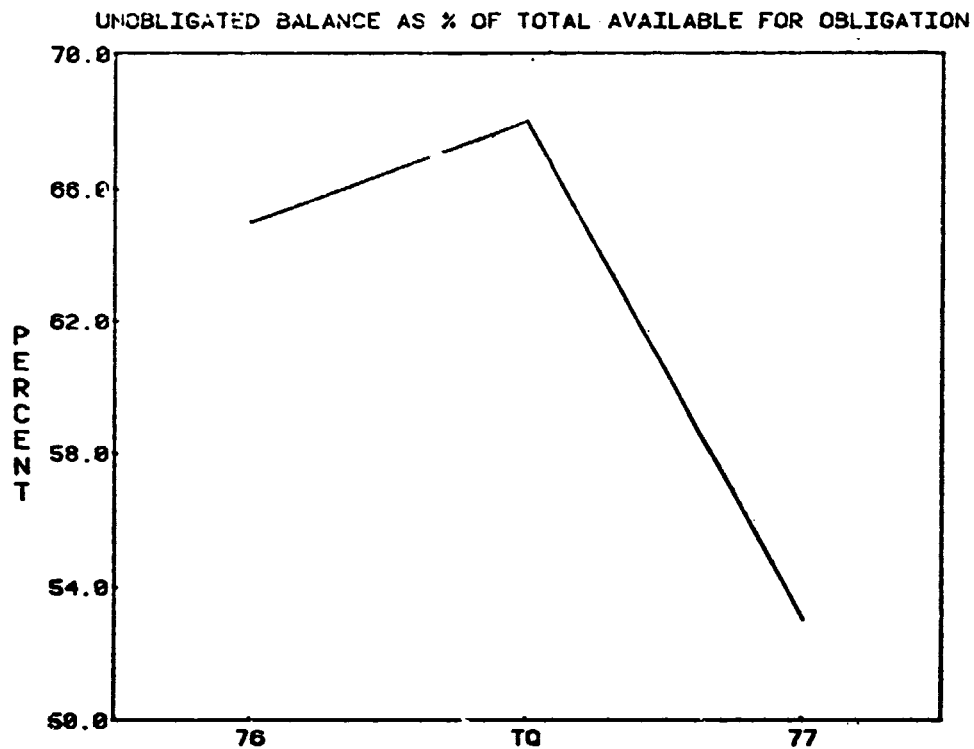
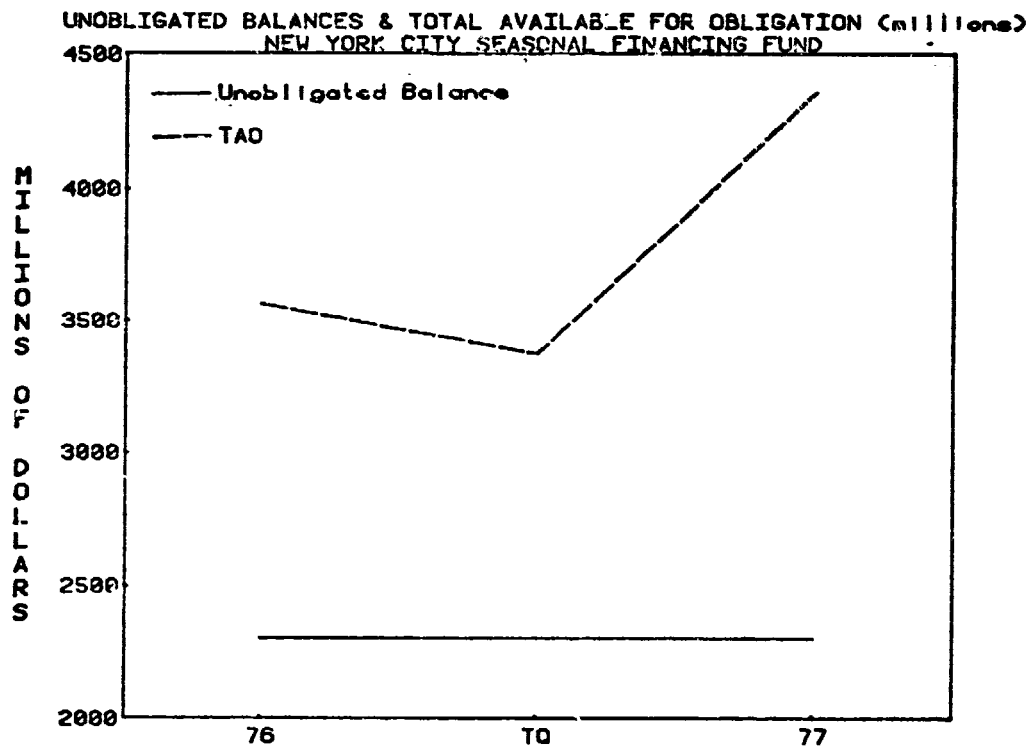
*This fund first appeared in the fiscal year 1975 budget.

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	-	-	-
73	-	-	-
74	-	-	-
75	-	-	-
76	2,300	3,560	65
TQ	2,300	3,375	68
77	2,300	4,360	53
Average:			<u>62</u>

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979



86-4319-0-3-371

Department of Housing and Urban Development
Government National Mortgage Association
Loans to Federal National Mortgage Association

This is a Public Enterprise Fund which is authorized to make loans to the Government National Mortgage Association in emergency situations. The account is financed by the authority to spend public debt receipts. At the end of fiscal year 1977, the unobligated balance available in the account amounted to 1 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

FY	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	2,250	2,250	2,250
73	2,250	2,250	2,250
74	2,250	2,250	2,250
75	2,250	2,250	2,250
76	2,250	2,250	2,250
TQ	2,250	-	2,250
77	2,250	2,250	2,250
78	2,250	2,250	-
79	2,250	-	-

FY	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	00	00	00	00	0	0
73	00	00	00	00	0	0
74	00	00	00	00	0	0
75	00	00	00	00	0	0
76	00	00	00	00	0	0
TQ	00	00	00	-	0	0
77	00	00	00	00	0	-

Average
Misestimate: 00 00 00 00

SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979.

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligations (TAO)
(millions of dollars)

<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	2,250	2,250	100
73	2,250	2,250	100
74	2,250	2,250	100
75	2,250	2,250	100
76	2,250	2,250	100
TQ	2,250	2,250	100
77	2,250	2,250	100
Average:			<u>100</u>

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

86-4319-0-3-371

Department of Housing and Urban Development
Government National Mortgage Association
Loans to Federal National Mortgage Association

The actual unobligated balance and total available for obligation in this account remained the same (\$2,250 million) during all fiscal years analyzed, and was not suitable for presentation in graphics.

86-4070-0-3-371

Department of Housing and Urban Development
Federal Housing Administration Fund

This Public Enterprise Fund actually consists of four separate funds. The fund is used for a system of mortgage and loan insurance programs to help finance the production, purchase, repair and improvement of residential properties. It is financed by appropriation; the authority to spend public and agency debt receipts; interest on U.S. securities; fees and premiums; proceeds from sale of real property and mortgage notes; repayments; recoveries; and other interest, dividends, and revenue. The unobligated balance available at the end of fiscal year 1977 in the account amounted to .9 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

FY	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	2,014	1,454	1,296
73	1,631	1,354	1,518
74	1,459	1,324	1,480
75	1,417	1,568	1,684
76	1,632	1,829	1,707
TQ	1,807	-	1,868
77	1,922	1,871	2,027
78	2,070	2,113	-
79	2,305	-	-

FY	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	718	-	158	-	55	12
73	113	-	-	164	07	11
74	-	21	-	156	01	11
75	-	267	-	116	16	07
76	-	75	122	-	04	07
TQ	-	67	-	-	03	-
77	-	105	-	156	05	08

Average
Misestimate: 195 145 13 09

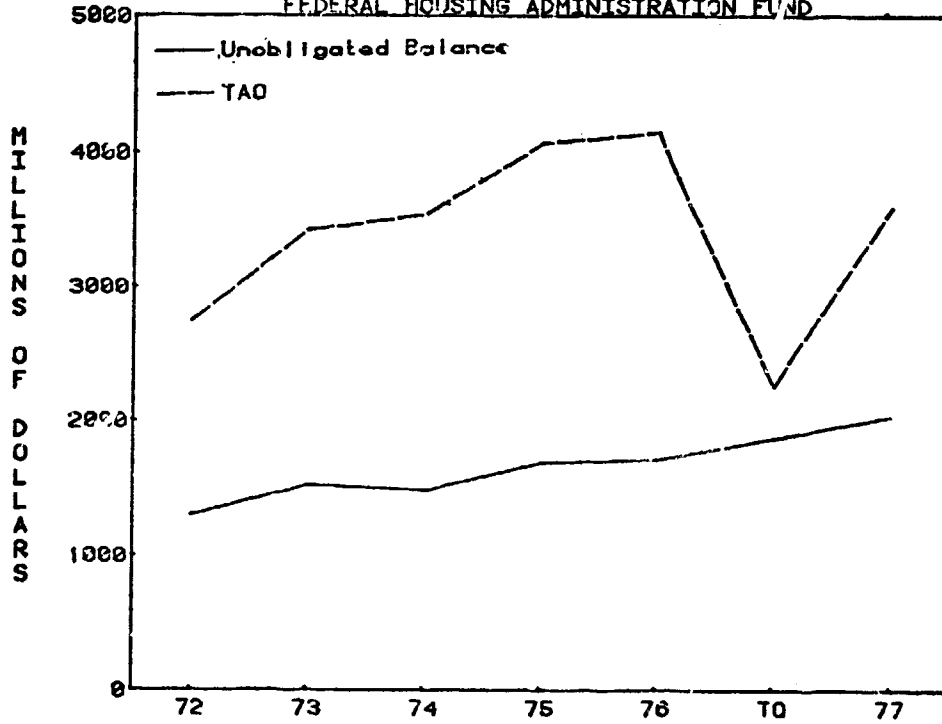
SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

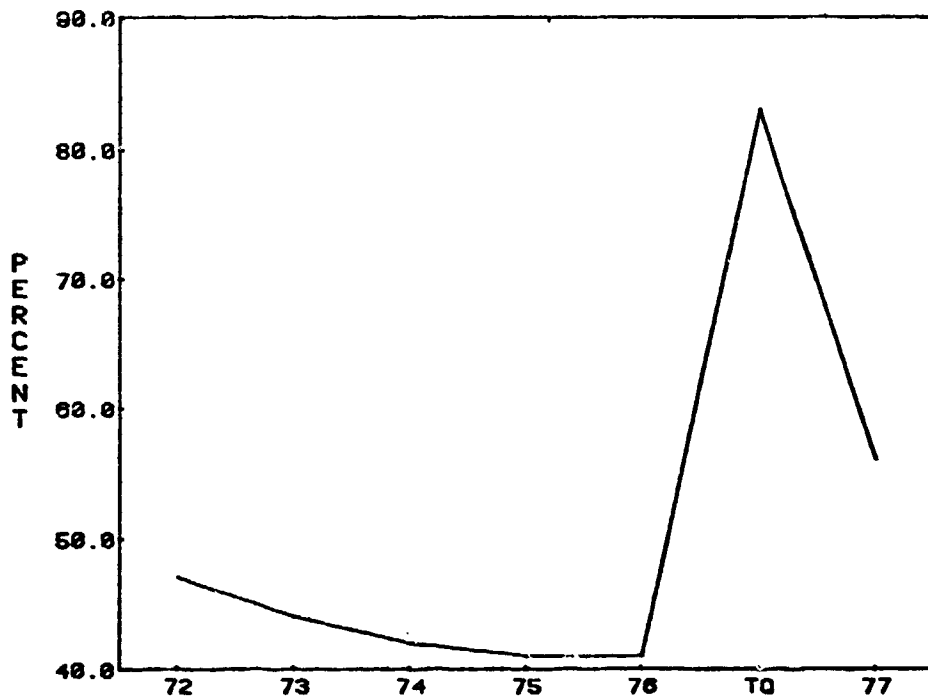
<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	1,296	2,737	47
73	1,518	3,425	44
74	1,480	3,542	42
75	1,684	4,072	41
76	1,707	4,146	41
TQ	1,868	2,262	83
77	2,027	3,598	56
Average:			<u>51</u>

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

UNOBLIGATED BALANCES & TOTAL AVAILABLE FOR OBLIGATION (millions)
FEDERAL HOUSING ADMINISTRATION FUND



UNOBLIGATED BALANCE AS % OF TOTAL AVAILABLE FOR OBLIGATION



16-0327-0-1-603
 Department of Labor
 Employment and Training Administration
 Advances to the Unemployment Trust Fund
 and Other Funds*

This is a General Fund which is financed by appropriations. It provides general revenue advances to several funds for the purpose of paying unemployment compensation to eligible individuals under various Federal and State laws whenever the balances in the funds prove insufficient. The unobligated balance available in this account at the end of fiscal year amounted to .8 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
 (millions of dollars)

FY	<u>Estimated Balance</u>		<u>Actual Balance</u>	
	<u>1st Est.</u>	<u>2nd Est.</u>		
72	Acct. not ident.	No Estimate	No Actual	
73	No Estimate	No Estimate	No Actual	
74	No Estimate	No Estimate		00
75	No Estimate	4,197		5,312
76	200	1,800		2,429
TQ	700	-		1,309
77	00	1,800		1,980
78	-	-		-
79	-	-		-
FY	<u>Misestimate (Dollars)</u>		<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>	<u>2nd Est.</u>	<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>
72	Acct. not ident.	No Estimate	Acct. not ident.	No Estimate
73	No Estimate	No Estimate	No Estimate	No Estimate
74	No Estimate	No Estimate	No Estimate	No Estimate
75	No Estimate	1,115	No Estimate	21
76	-	2,229	92	26
TQ	-	609	47	-
77	-	1,980	100	09

Average

Misestimate: ** ** ** **

*The name of this account prior to FY 1976 was "Advances to the Extended Unemployment Compensation Account."

**Insufficient data available to determine average misestimate.

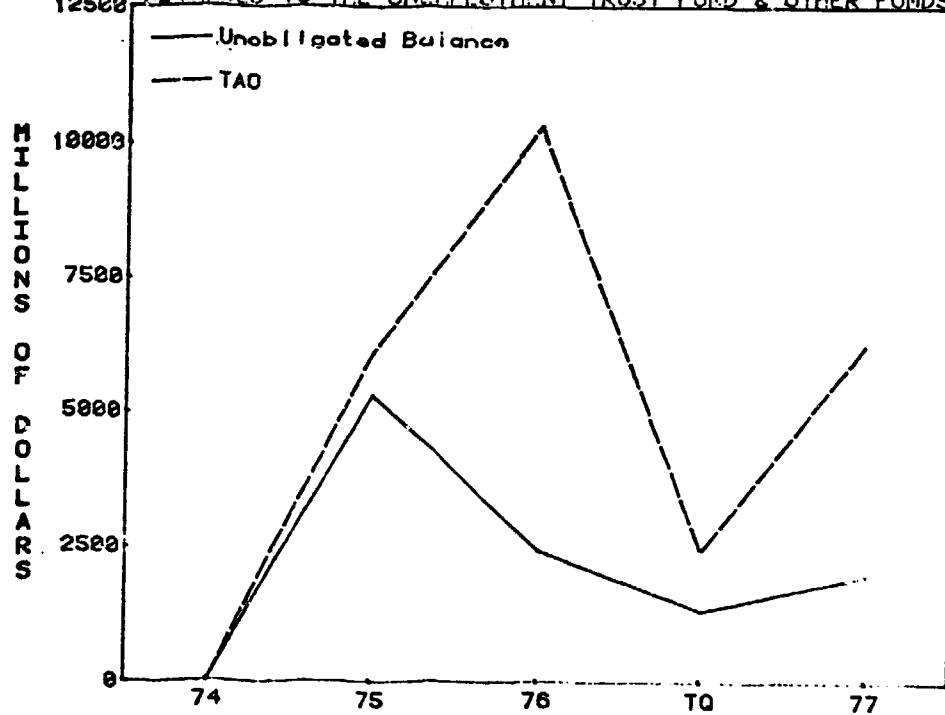
SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

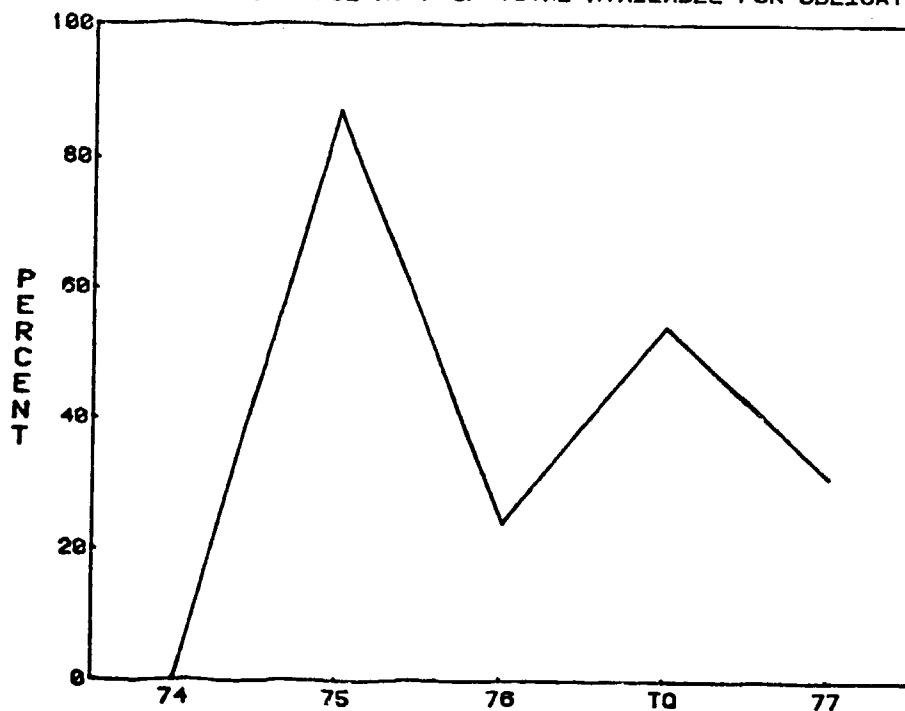
<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	No Actual	600	-
73	No Actual	120	-
74	00	00	00
75	5,312	6,097	87
76	2,429	10,312	24
TQ	1,309	2,429	54
77	1,980	6,309	31
Average:			39

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

UNOBLIGATED BALANCES & TOTAL AVAILABLE FOR OBLIGATION (millions)
ADVANCES TO THE UNEMPLOYMENT TRUST FUND & OTHER FUNDS.



UNOBLIGATED BALANCE AS % OF TOTAL AVAILABLE FOR OBLIGATION



16-0174-0-1-504
 Department of Labor
 Employment and Training Assistance*

This General Fund is financed through appropriations from Congress. It provides for a system of programs of training and other services for economically disadvantaged, unemployed, and underemployed persons. At the time the fiscal year 1979 budget was prepared, the appropriation for this account had not been enacted. The figures shown below for fiscal year 1978 are based on a continuing resolution effective through September 1978. At the end of fiscal year 1977, this account contained 1 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
 (millions of dollars)

<u>FY</u>	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	-	29	46
73	-	-	124
74	-	-	405
75	-	-	160
76	-	-	131
TQ	-	-	100
77	-	-	1,860
78	-	-	-
79	-	-	-

<u>FY</u>	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	46	-	17	100	37
73	-	124	-	124	100	100
74	-	405	-	405	100	100
75	-	160	-	160	100	100
76	-	131	-	131	100	100
TQ	-	100	-	-	100	-
77	-	1860	-	1860	100	100

Average
 Misestimate: 404 450 100 90

*Prior to fiscal year 1975 this account was titled "Manpower Training Services." In fiscal years 1975 and 1976, it was titled "Comprehensive Manpower Assistance." From fiscal year 1977 to the present, the account has been titled "Employment and Training Assistance."

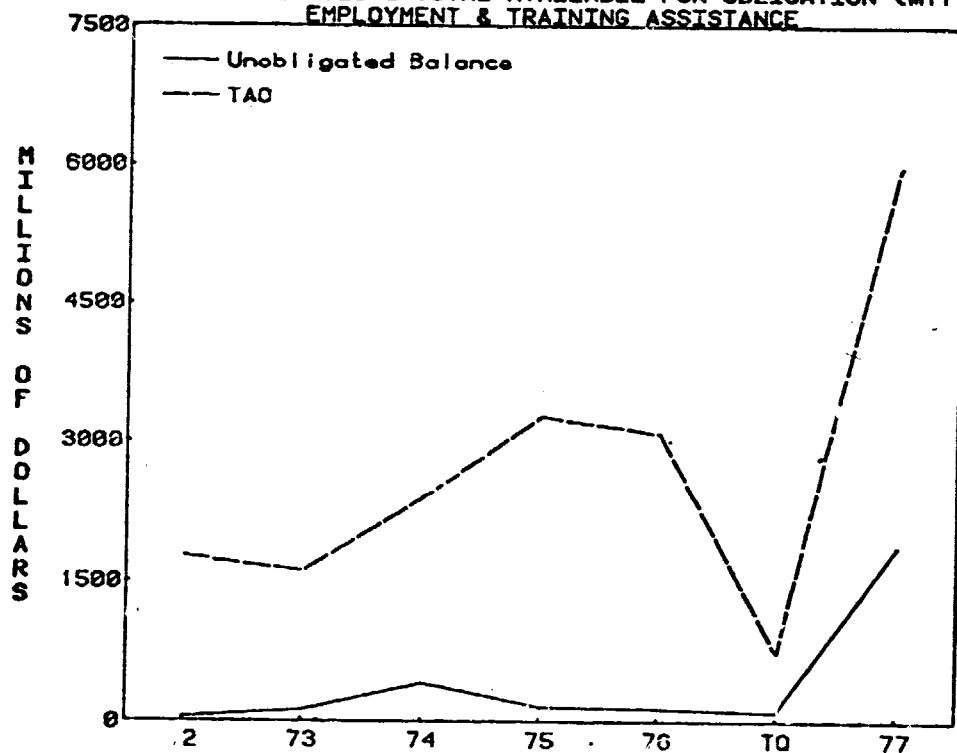
SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979.

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

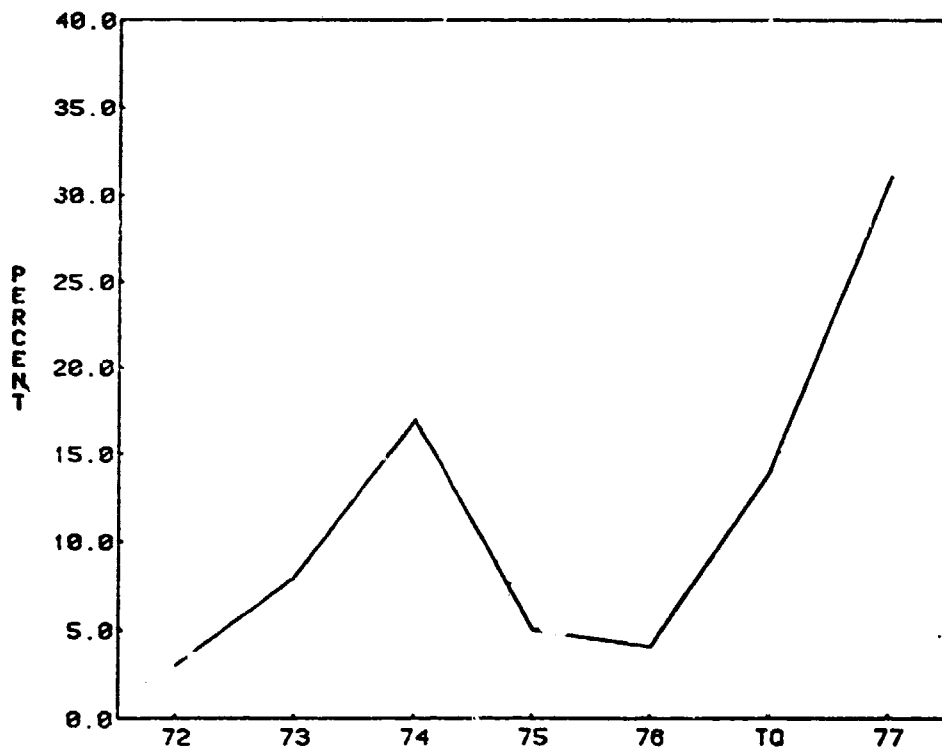
<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	46	1,758	3
73	124	1,603	8
74	405	2,390	17
75	160	3,258	5
76	131	3,078	4
TQ	100	729	14
77	1,860	5,991	31
Average:			<u>12</u>

SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979.

UNOBLIGATED BALANCES & TOTAL AVAILABLE FOR OBLIGATION (millions)
EMPLOYMENT & TRAINING ASSISTANCE



UNOBLIGATED BALANCE AS % OF TOTAL AVAILABLE FOR OBLIGATION



TAB 16
TRUST FUND ACCOUNTS WITH
MAJOR UNOBLIGATED BALANCES

CIVIL TRUST FUNDS

The five trust fund accounts with the largest unobligated balances were selected on the basis of fiscal year 1977 actual data from the fiscal year 1979 budget tapes provided by OMB. At the end of fiscal year 1977, these five civil trust fund accounts contained a total of \$103,128 million in unobligated balances or 44 percent of the total civil unobligated balances available. These accounts are listed on the table on page 3. The largest of the five accounts, Civil Service Retirement and Disability Fund, contained 21 percent of the total civil unobligated balances available; the smallest of the five accounts, VA National Service Life Insurance Fund, contained 3 percent of the total.

This tab contains a brief narrative description of the programs funded by each of the five accounts with selected financial information. For each account, the following information is provided:

- first and second budget estimates for unobligated balances,
- actual unobligated balances,
- differences between estimated and actual unobligated balances,
- total available for obligation (TAO) as defined in Tab 9, page 4,
- graphic displays.

From fiscal year 1972 to 1977, four of the five trust fund accounts experienced increases in end of year unobligated balances. The growth ranged from 17 percent in the VA National Service Life Insurance Fund to 306 percent in the Federal Hospital Insurance Trust Fund. The only one of the five accounts to experience a decrease in the unobligated balance available during this period was the Federal Old Age and Survivors Insurance Trust Fund (a decrease of \$4,150 million or 12 percent).

Budget estimates for fiscal year 1979 indicate increases in unobligated balances in four of the five accounts: (1) Civil Service Retirement and Disability Fund; (2) Federal Hospital Insurance Trust Fund; (3) Federal Deposit Insurance Corp. Fund; and (4) VA National Service Life Insurance Fund. The largest increase (\$13,653 million or 28 percent over the fiscal year 1977 balance) is estimated for the Civil Service Retirement and Disability Fund. The total unobligated balance estimated to be available in these five accounts at the end of fiscal year 1979 is \$110,986 million.

Budget estimates also indicate that at the end of fiscal year 1979, the VA National Service Life Insurance Fund will no longer be among the

five trust fund accounts with the largest end-of-year unobligated balances. If the estimates are accurate, it will be replaced by the Unemployment Trust Fund (Unemployment Compensation) with an unobligated balance of \$15,419 million.

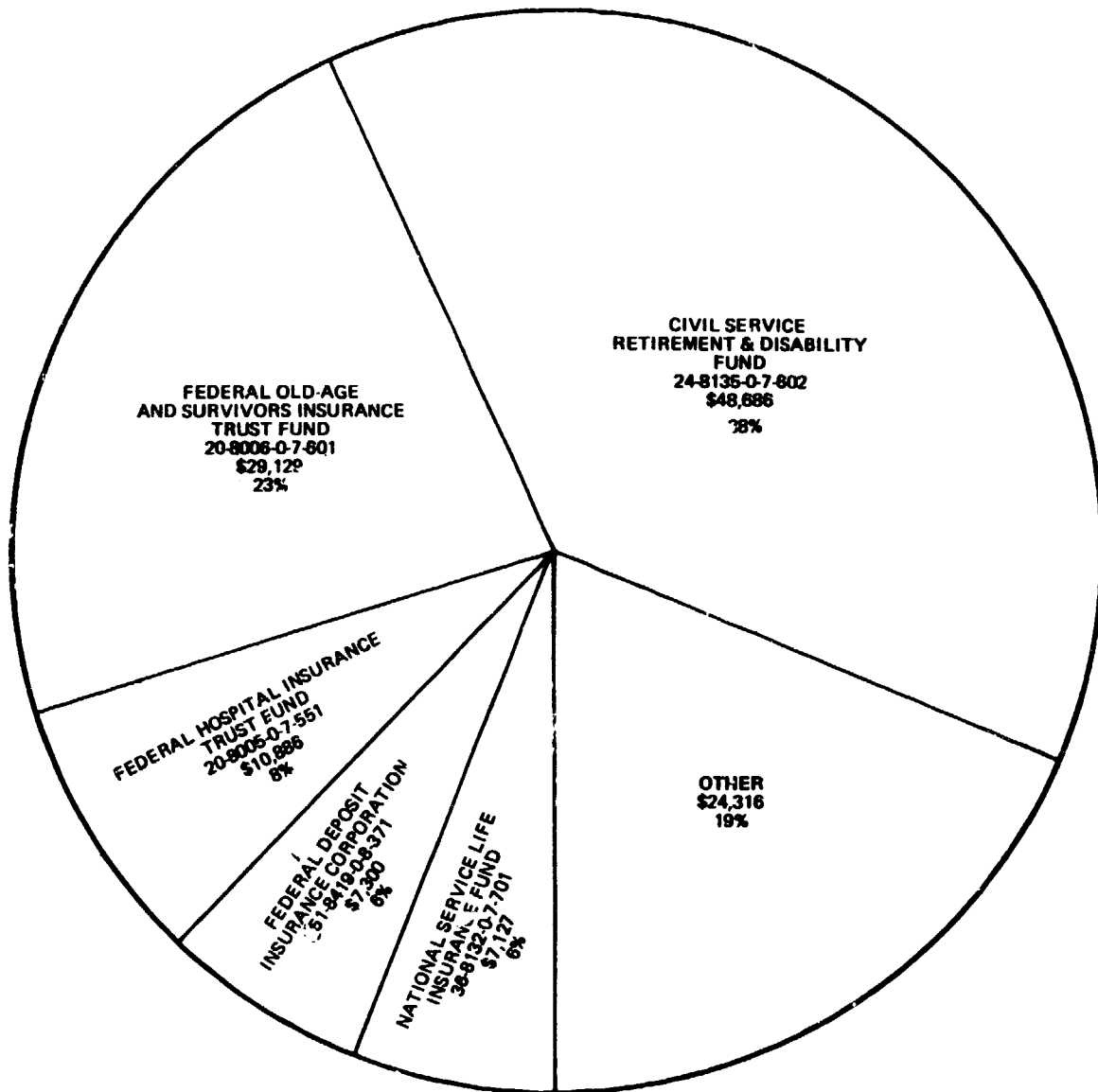
TRUST FUNDS
LARGEST CIVIL UNOBLIGATED BALANCES AS OF
FY 1976 (millions of dollars)

Account Name & Number	Unobligated Balance Available, End of Year		Percent of Civil Trust Fund Unobligated Balance Available, End of Year*		Percent of Total Civil Unobligated Balance Avail- able, Fed. & Trust Funds**	
	<u>1977</u>	<u>1979(Est.)</u>	<u>1977</u>	<u>1979(Est.)</u>	<u>1977</u>	<u>1979(Est.)</u>
1. Civil Service Retirement & Disability Fund 24-8135-0-7-602	48,686	62,339	38	43	21	31
2. Federal Old-Age & Survivors Insurance Trust Fund 20-8006-0-7-601	29,129	19,565	23	14	12	10
3. Federal Hospital Insurance Trust Fund 20-8005-0-7-551	10,886	12,967	8	9	5	6
4. Federal Deposit Insurance Corp. 51-8419-0-3-371	7,300	8,531	6	6	3	4
5. National Service Life Insurance Fund 36-8132-0-7-701	<u>7,127</u>	<u>7,584</u>	<u>6</u>	<u>5</u>	<u>3</u>	<u>4</u>
TOTAL	103,128	110,986	81	77	44	55

* 1977 Civil Trust Fund Unobligated Balance Available, End of Year: \$127,444 million.
 1979 (Estimated) Civil Trust Fund Unobligated Balance Available, End of Year: \$144,908 million.

** 1977 Total Civil Unobligated Balance Available (Fed. & Trust Funds), End of Year: \$235,191 million.
 1979 (Estimated) Total Civil Unobligated Balance Available (Fed. & Trust Funds), End of Year: \$203,316 million.

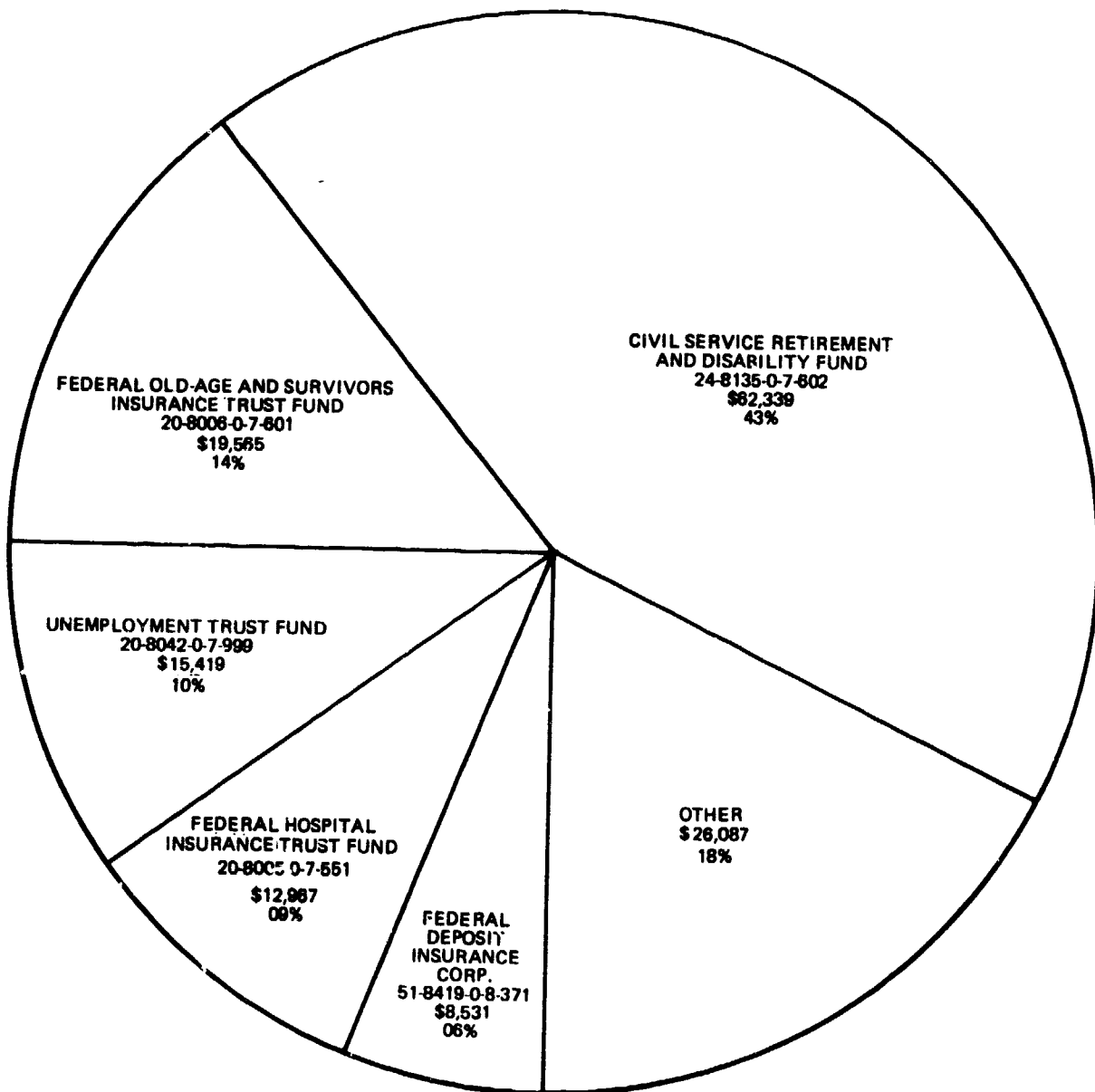
**TOTAL CIVIL TRUST FUND UNOBLIGATED BALANCE, FY 1977
(MILLIONS OF DOLLARS)***



*TOTAL CIVIL TRUST FUND UNOBLIGATED BALANCE, FY 1977: \$127,444 MILLION

SOURCE: APPENDIX, BUDGET OF THE UNITED STATES GOVERNMENT, FISCAL YEAR 1979.

**TOTAL CIVIL TRUST FUND UNOBLIGATED BALANCE
FY 1979 (ESTIMATED), (MILLIONS OF DOLLARS)***



*TOTAL (ESTIMATED) CIVIL TRUST FUND UNOBLIGATED BALANCE, FY 1979: \$144,908 MILLION.

SOURCE: APPENDIX, THE BUDGET OF THE UNITED STATES GOVERNMENT, FISCAL YEAR 1979.

24-8135-0-7-602

Civil Service Commission

Civil Service Retirement and Disability Fund

This is a Trust (non-revolving) Fund. It is used to pay: annuities to retired employees or their survivors; refunds and death claims; and annuities under special acts. The fund is financed by: (1) deductions from employees' salaries; (2) contributions from employing agencies; (3) deductions from salaries of re-employed annuitants; and (4) investment income. At the end of fiscal year 1977 it contained 21 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

<u>FY</u>	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	26,180	27,575	27,680
73	30,617	30,673	30,689
74	34,111	33,747	33,859
75	36,384	37,551	38,011
76	41,268	42,374	42,700
TQ	42,151	-	41,901
77	47,796	48,485	48,686
78	53,681	55,369	-
79	62,339		

<u>FY</u>	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	1,500	-	105	05	00
73	-	72	-	16	00	00
74	252	-	-	112	01	00
75	-	1,627	-	460	04	02
76	-	1,432	-	326	03	01
TQ	250	-	-	-	01	-
77	-	890	-	201	02	00

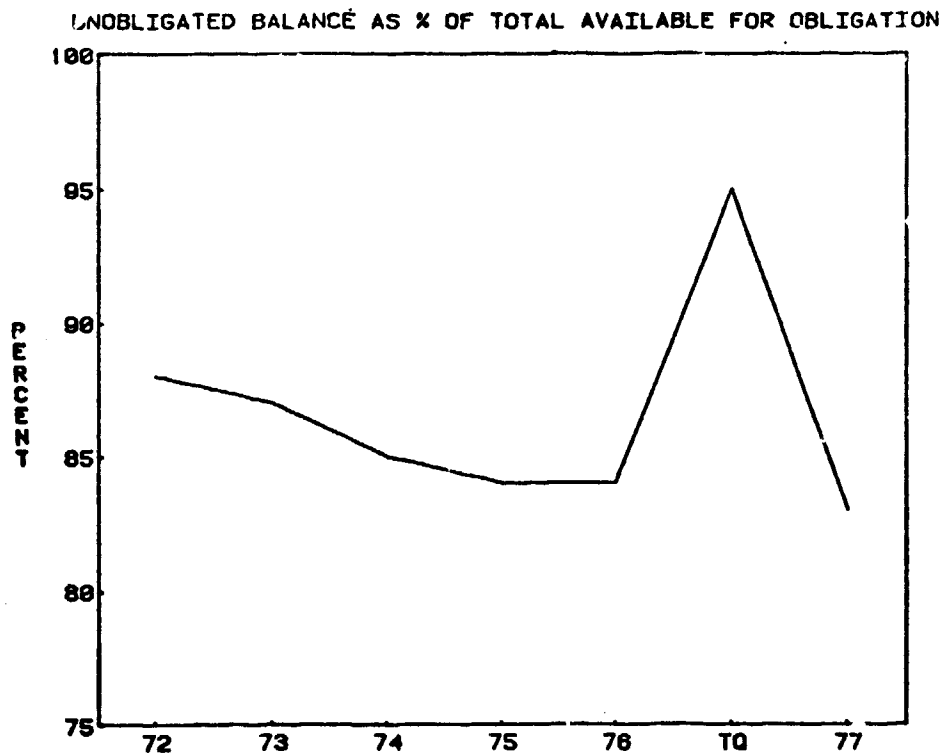
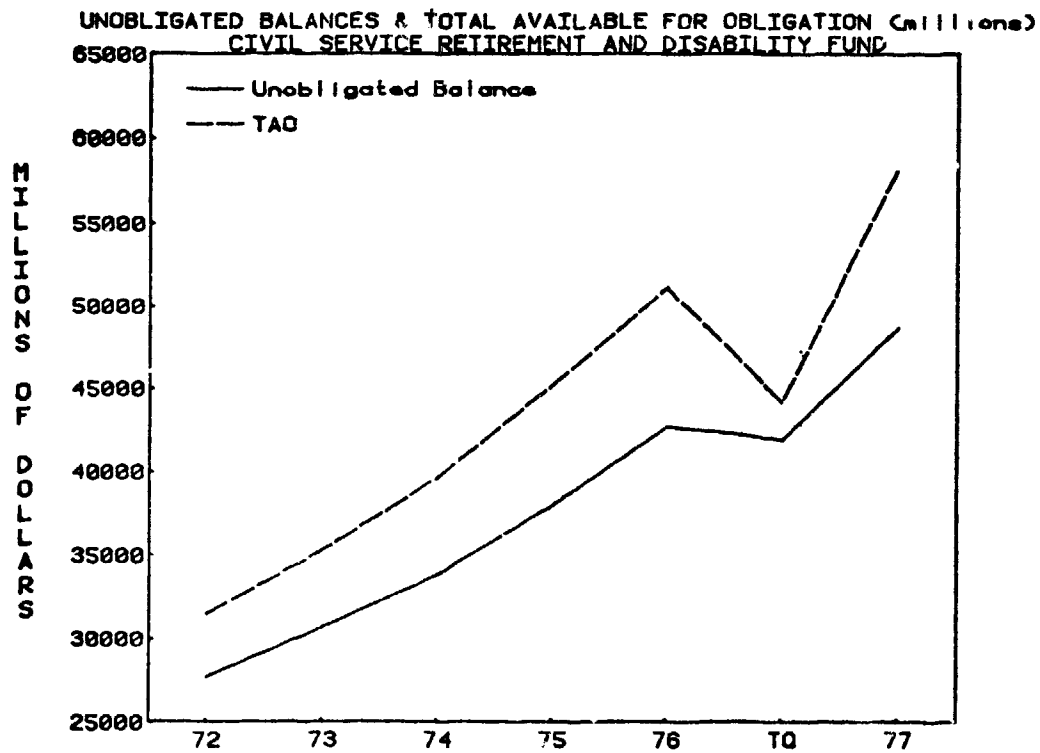
Average				
Misestimate:	860		203	
			02	01

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	27,680	31,491	88
73	30,689	35,284	87
74	33,853	39,650	85
75	38,011	45,222	84
76	42,700	51,110	84
TQ	41,901	44,180	95
77	48,686	58,381	83
			Average: 87

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979.



20-8006-0-7 601

Social Security Administration

Federal Old-Age and Survivors Insurance Trust Fund

This is a Trust (non-revolving) Fund. It is used to: (1) make benefit payments to retired workers, their dependents and their survivors; (2) make annual payments to the railroad retirement account; (3) make payments for the purpose of making rehabilitation services available to disabled persons entitled to social security cash benefits; (4) pay certain administrative, construction, and reimbursable costs. The fund is financed by contributions from workers, employers, and self-employed individuals based on earnings. At the end of fiscal year 1977, it contained 12 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

<u>FY</u>	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	40,125	33,492	33,279
73	40,449	32,729	32,552
74	34,973	34,337	33,487
75	34,759	34,487	34,964
76	30,723	32,675	32,544
TQ	31,629	-	31,387
77	32,051	28,928	29,129
78	26,033	23,459	-
79	19,565	-	-

<u>FY</u>	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	6,846	-	213	-	21	01
73	7,897	-	177	-	24	01
74	1,486	-	850	-	04	03
75	-	205	-	477	01	01
76	-	1,821	131	-	06	00
TQ	242	-	-	-	01	-
77	2,922	-	-	201	10	01
Average	—		—		—	—
Misestimate:	3,060		342		10	01

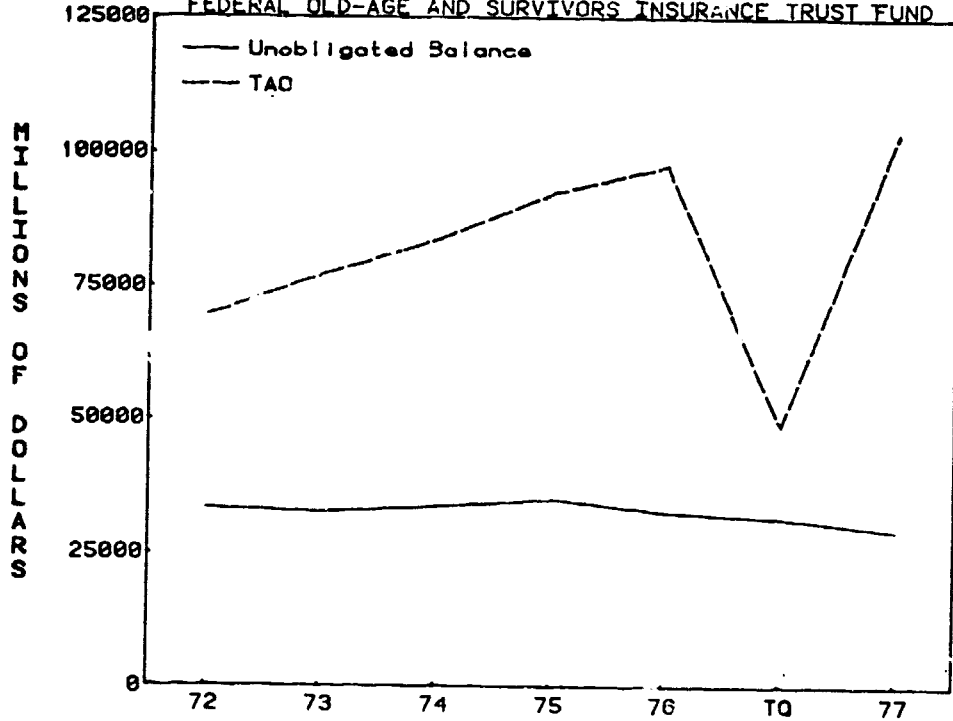
SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

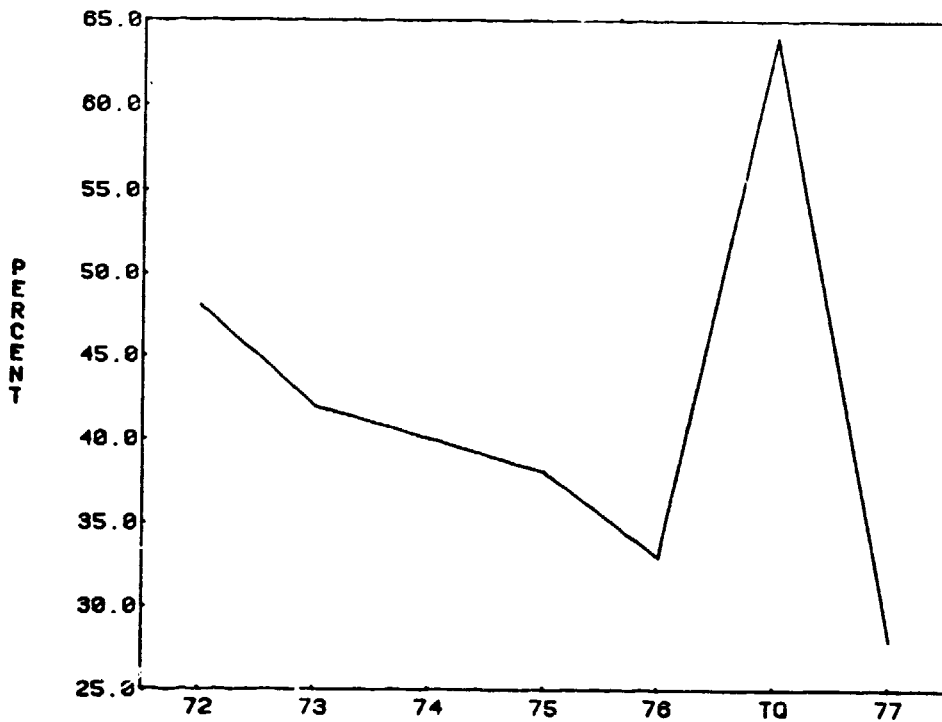
<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	33,279	69,419	48
73	32,552	77,084	42
74	33,487	83,790	40
75	34,964	92,704	38
76	32,544	97,776	33
TQ	31,387	48,857	64
77	29,129	103,738	28
Average:			<u>42</u>

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979.

UNOBLIGATED BALANCES & TOTAL AVAILABLE FOR OBLIGATION (millions)
FEDERAL OLD-AGE AND SURVIVORS INSURANCE TRUST FUND



UNOBLIGATED BALANCE AS % OF TOTAL AVAILABLE FOR OBLIGATION



20-8005-0-7-551

Social Security Administration

Federal Hospital Insurance Trust Fund

This is a Trust (non-revolving) Fund. It is used to: (1) make benefit payments to most individuals age 65 and older and certain disabled persons for costs of hospital and related care; (2) pay for contracts for experiments and demonstration projects to improve the efficiency of the medicare program; and (3) pay certain construction and administration costs. The fund is financed by contributions based on earnings from workers, employers, and self-employed individuals; appropriation from general revenues of the Treasury; and payments by uninsured persons who enroll voluntarily and pay full cost for protection. At the end of fiscal year 1977 it contained 5 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

<u>FY</u>	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	1,997	2,590	2,678
73	2,290	4,423	4,265
74	7,529	7,193	7,769
75	9,474	9,991	9,655
76	11,843	11,043	10,625
TQ	11,621	-	10,737
77	13,999	10,975	10,886
78	14,156	11,426	-
79	12,967	-	-

<u>FY</u>	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	681	-	88	25	03
73	-	1,975	158	-	46	04
74	-	240	-	576	03	07
75	-	181	336	-	02	03
76	1,218	-	418	-	11	04
TQ	884	-	-	-	08	-
77	3,113	-	-	89	29	01

Average			
Misestimate:	1,185	278	18
			04

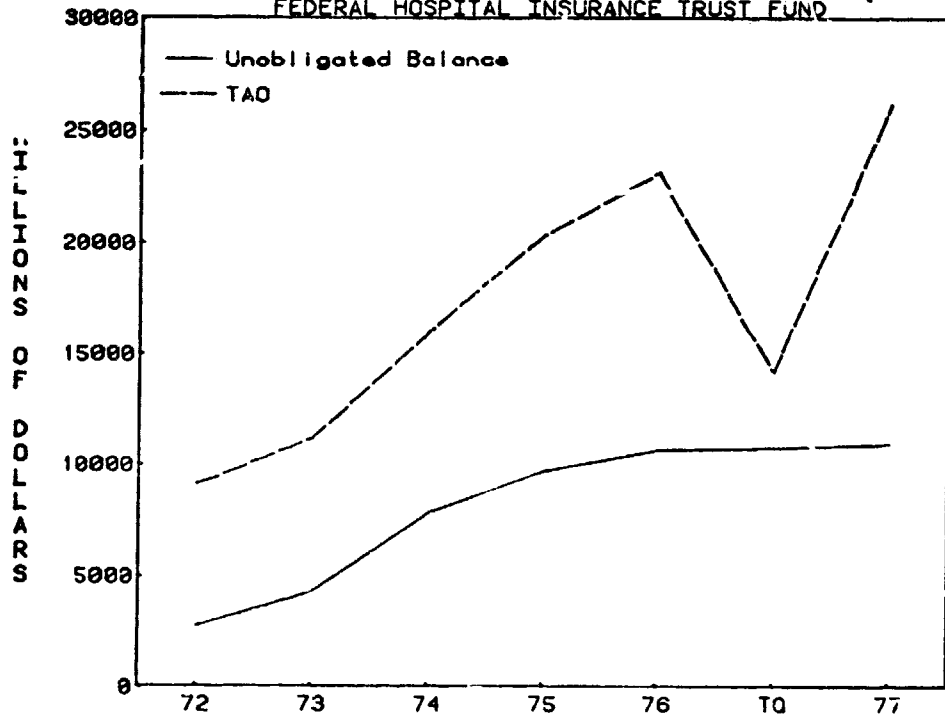
SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

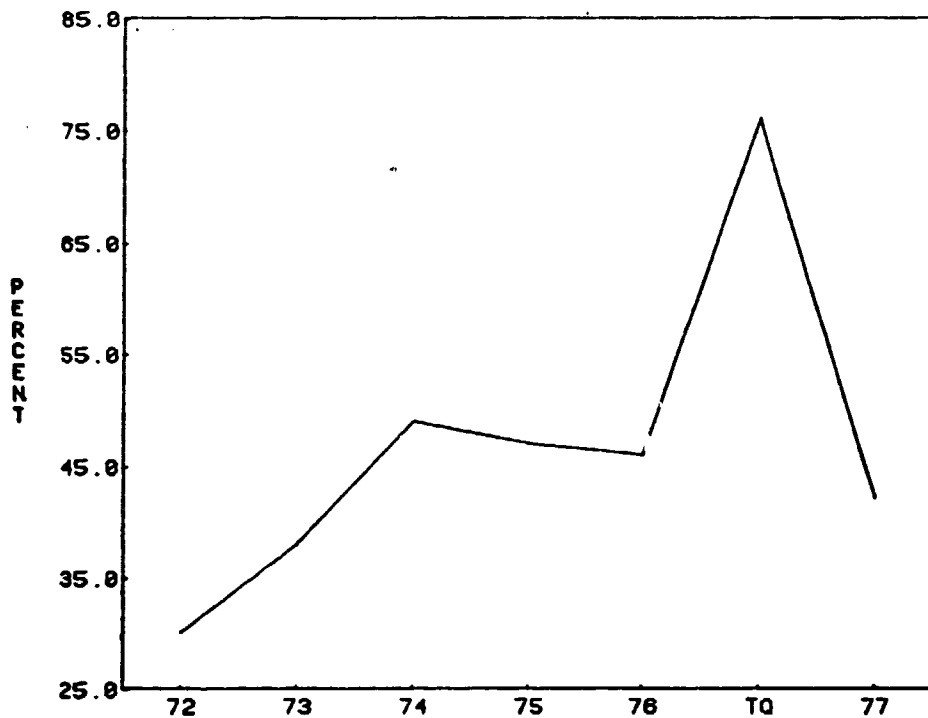
<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	2,678	9,076	30
73	4,265	11,146	38
74	7,769	15,874	49
75	9,655	20,336	47
76	10,625	23,199	46
TQ	10,737	14,141	76
77	10,886	26,158	42
Average:			<u>47</u>

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

UNOBLIGATED BALANCES & TOTAL AVAILABLE FOR OBLIGATION (millions)
FEDERAL HOSPITAL INSURANCE TRUST FUND



UNOBLIGATED BALANCE AS % OF TOTAL AVAILABLE FOR OBLIGATION



51-8419-0-8-371

Federal Deposit Insurance Corporation

Federal Deposit Insurance Corporation

This Trust Revolving Fund represents the accumulated net income of the Corporation. It is reserved for the protection of depositors in insured banks and for payment of administrative and insurance expenses. Income of the Corporation is derived principally from insurance assessments paid by insured banks and interest on investment in U.S. Government securities. No funds derived from taxes or Federal appropriation are allocated to or used by the Corporation in any of its operations. At the end of fiscal year 1977, the fund contained 3 percent of the total civil unobligated balances available in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

<u>FY</u>	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	4,856	4,748	4,718
73	5,173	5,194	5,318
74	5,706	5,837	5,638
75	6,378	4,355	6,088
76	5,011	6,571	6,547
TQ	6,764	-	6,503
77	7,521	7,303	7,360
78	7,592	7,586	
79	8,531		

<u>FY</u>	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	138	-	30	-	03	01
73	-	145	-	124	03	02
74	68	-	199	-	01	04
75	290	-	-	1733	05	28
76	-	1536	24	-	23	00
TQ	261	-	-	-	04	-
77	221	-	3	-	03	00
<hr/>						
Average						
Misestimate:	380		352		06	06

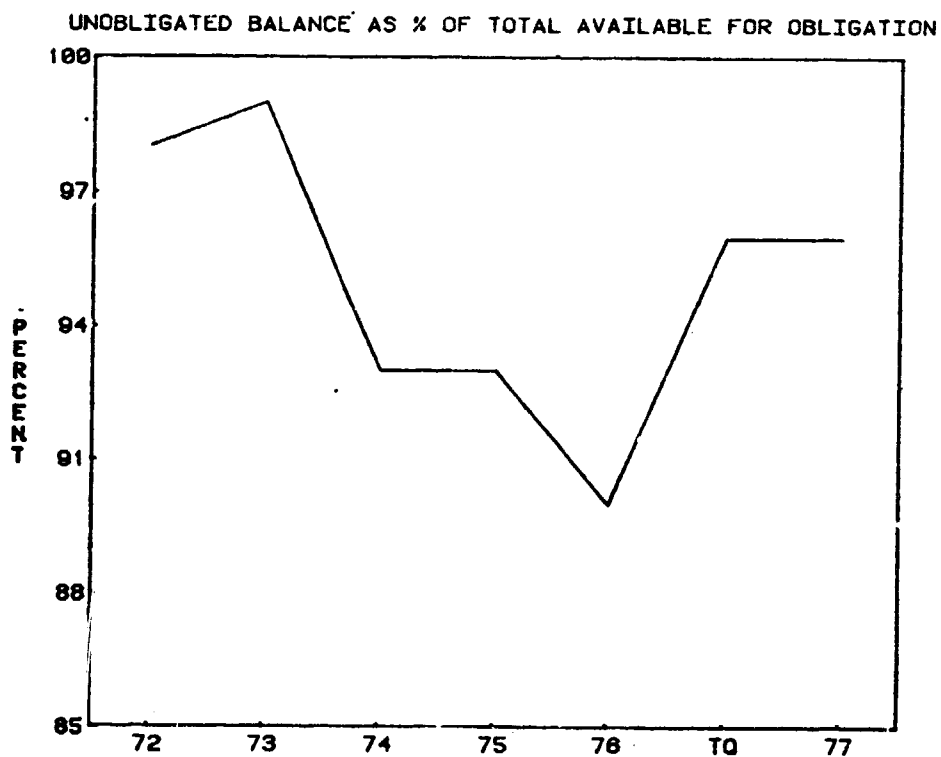
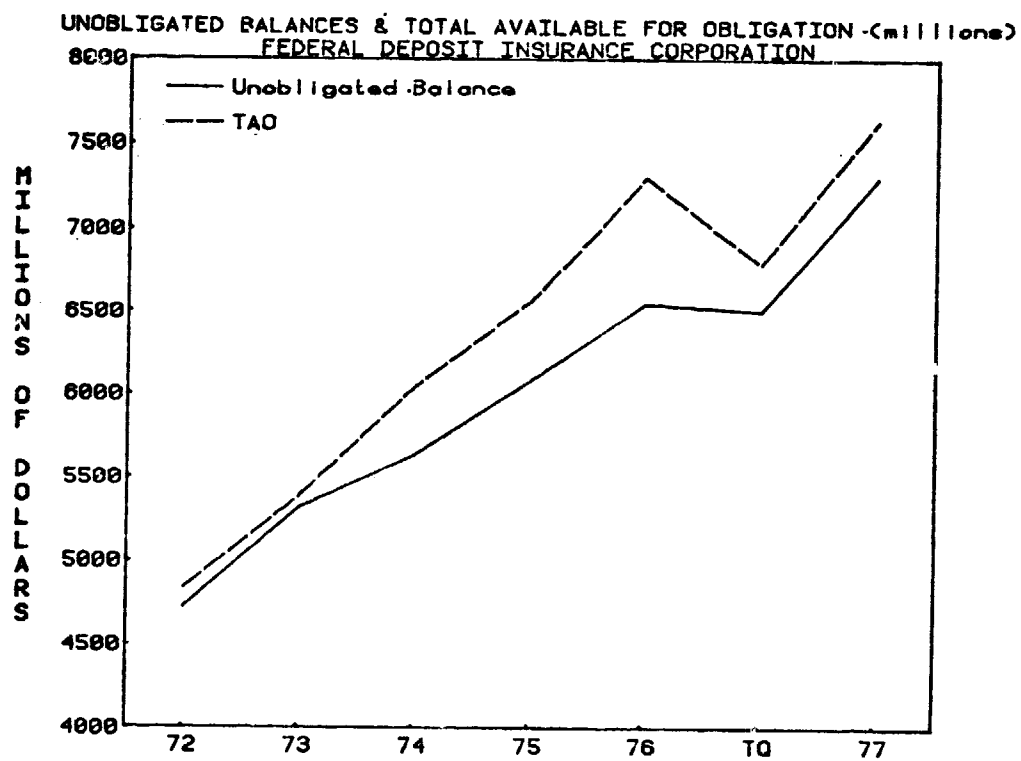
SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979.

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	4,718	4,838	98
73	5,318	5, 85	99
74	5,638	6,643	93
75	6,088	6,566	93
76	6,547	7,361	90
TQ	6,503	6,791	96
77	7,300	7,633	96

Average: 95

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979



36-8132-0-7-701

Veterans Administration

National Service Life Insurance Fund

This is a Trust (non-revolving) Fund. It is used to make various types of payments to veterans and servicemen insured under the National Life Insurance Act of 1940. The fund is operated on a commercial basis to the extent possible consistent with law. Administrative expenses are charged to the appropriation, General Operating Expenses. The fund's income is derived from premium receipts, interest on investments, and payments which are made to the fund from the Veterans Insurance and Indemnity appropriation. At the end of fiscal year 1977, it contained 3 percent of the total civil unobligated balances in the Federal budget.

Unobligated Balance Available, End of Year
(millions of dollars)

FY	<u>Estimated Balance</u>		<u>Actual Balance</u>
	<u>1st Est.</u>	<u>2nd Est.</u>	
72	6,045	6,043	6,067
73	6,305	6,435	6,458
74	6,627	6,650	6,633
75	6,852	6,765	6,705
76	6,929	6,910	6,879
TQ	7,014	-	6,929
77	7,251	7,205	7,127
78	7,491	7,390	-
79	7,584	-	-

FY	<u>Misestimate (Dollars)</u>				<u>Misestimate (Percent)</u>	
	<u>1st Est.</u>		<u>2nd Est.</u>		<u>1st Est.</u>	<u>2nd Est.</u>
	<u>Over</u>	<u>Under</u>	<u>Over</u>	<u>Under</u>		
72	-	22	-	24	00	00
73	-	153	-	23	02	00
74	-	6	17	-	00	00
75	147	-	60	-	02	01
76	50	-	31	-	01	00
TQ	85	-	-	-	01	-
77	124	-	78	-	02	01

Average						
Misestimate:	84		39		01	00

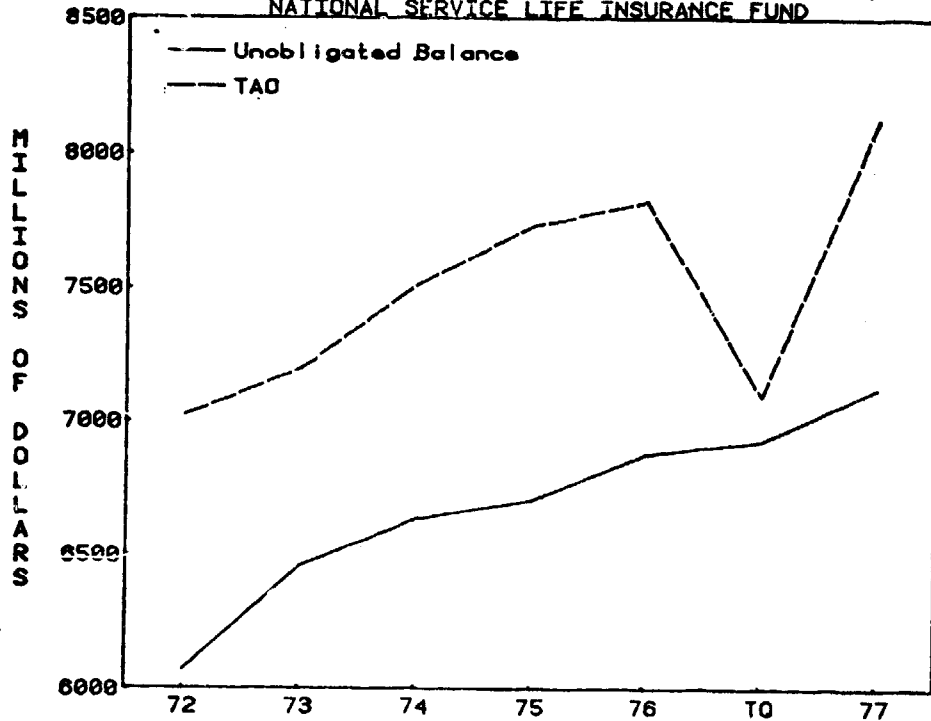
SOURCE: Appendix, The Budget of the United States Government, Fiscal Years 1972-1979

Unobligated Balance Available, End of Year
As Percent of Total Available for Obligation (TAO)
(millions of dollars)

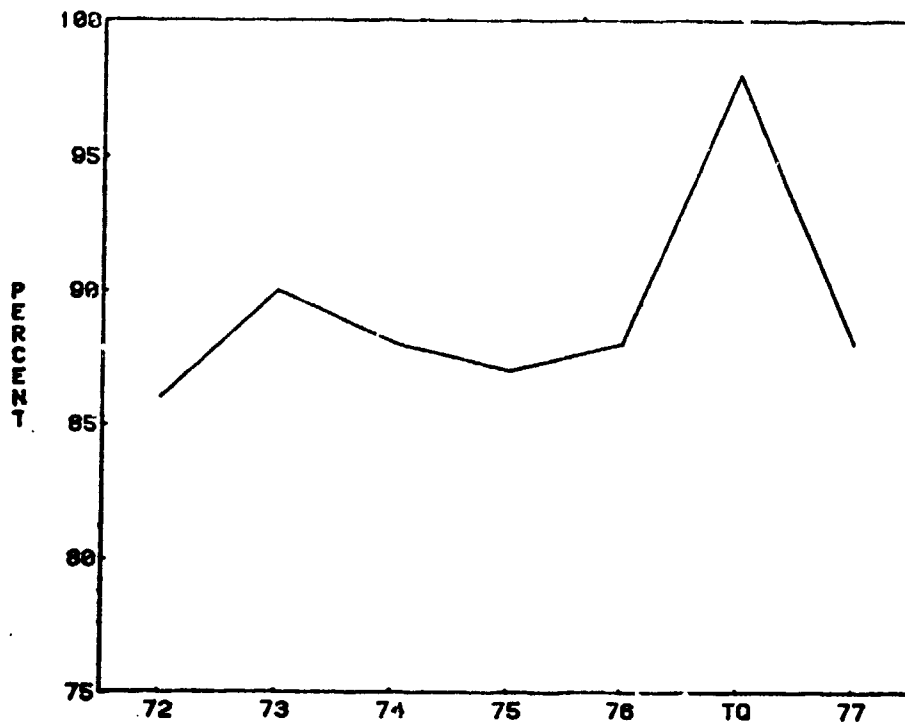
<u>FY</u>	<u>Unobligated Balance (Actual)</u>	<u>TAO (Actual)</u>	<u>Percent</u>
72	6,067	7,024	86
73	6,458	7,194	90
74	6,633	7,513	88
75	6,705	7,734	87
76	6,879	7,828	88
TQ	6,929	7,097	93
77	7,127	8,125	88
Average:			<u>89</u>

SOURCE: Appendix, The Budget of the United States Government,
Fiscal Years 1972-1979

UNOBLIGATED BALANCES & TOTAL AVAILABLE FOR OBLIGATION (millions)
NATIONAL SERVICE LIFE INSURANCE FUND



UNOBLIGATED BALANCE AS % OF TOTAL AVAILABLE FOR OBLIGATION



TAB 17
COMMITTEE REQUEST
AND GAO APPROACH

ROBERT M. GIANI, CONG.
CHAIRMAN

NINETY-FIFTH CONGRESS

DELEETE L. LATTY, CONG.
JAMES T. BRYNELL, JR., CONG.
SAMUEL B. EDWARDS, JR., CONG.
MARJORIE S. HOLY, CONG.
JOHN W. HOLSTLEY, CONG.
JOHN J. DUNCAN, CONG.
CLARENCE W. BURGESS, CONG.
RALPH S. BOGULA, CONG.

WILLIAM LILLEY JR.,
MINORITY STAFF DIRECTOR

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THOMAS L. ARNOLD, CONG.
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OWEN RUMFORD, TEX.
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JOE FINE, N.Y.
DONALD F. RALPH, MINN.
DAVID R. GALT, WIS.
WILLIAM LEMMAN, FLA.
PAUL SIMON, ILL.
JOSEPH E. FISHER, VA.
NEWMAN V. WILKINSON, CALIF.
JIM MATTHEW, TEX.

GEORGE CROSS,
EXECUTIVE DIRECTOR
225-7200

U.S. House of Representatives
COMMITTEE ON THE BUDGET
Washington, D.C. 20515

October 13, 1977

77 OCT 14 P3.13

The Honorable Elmer B. Staats
Comptroller General of the United States
General Accounting Office
441 G Street, N. W.
Washington, D. C. 20548

Dear Mr. Staats:

I appreciate very much the briefing held by GAO last week for Members of the National Security Task Force on the first part of the GAO study on unobligated balances which was requested by Congressman Robert Leggett in June.

During this time I have been holding informal discussions with your staff about the second part of the unobligated balances study on non-defense programs which is to be completed for my Budget Process Task Force in conjunction with Mr. Leggett's request. We anticipate these companion studies will be used in the discussion and decision-making on next year's First Budget Resolution.

I have enclosed a suggested outline for this portion of the study and would be happy to talk with your staff further about any particular questions or areas of study.

It is essential that we have a report by the first part of January when we begin deliberations on the First Budget Resolution for FY 1979.

I do plan to have my staff work closely with yours and would appreciate periodic reports on the progress of this study. Please contact Shirley Ruhe at 225-7253 who will be the chief staff person responsible for my task force.

With warm regards


BUTLER DERRICK, Chairman
Budget Process Task Force

BD:srk

Attachment

SUGGESTED AREAS FOR GAO STUDY ON UNOBLIGATED BALANCES
(Non-Defense Areas)

I. Description of Unobligated Balances

1. List the unobligated balances by category (Federal funds, trust funds, off-budget funds, etc.) and by account within each category include the amounts obligated (and unobligated) for FY 1978.
2. Describe the differences between the uses of/reasons for unobligated balances in various programs. The following are examples of certain types of unobligated which should be evaluated:
 - over 68% of trust fund unobligated balances are in social security insurance funds and Civil Service Retirement and Disability Fund.
 - Federal guarantee and insurance programs feature Treasury backstop as part of their financing scheme.
 - standby balances in loan programs for future loan commitment.
 - balances in major construction and major procurement programs.
 - long term subsidized housing programs, etc. which require scoring of budget authority for full term of contract (a problem of obligated balances which is related to amount counted as unobligated).

II. History of Unobligated Balances

1. Describe the pattern of growth of unobligated balances and reasons for such growth; analyze the age of unobligated authorities. Discuss relative versus absolute growth trends. Describe any unique or special situations which have resulted in rapid increases in unobligated balances.
2. What is the timing between appropriation, obligation and outlay? Has the lag increased in recent years?

III. Analysis of Unobligated Balances

1. Are standby balances actually needed in loan programs, etc. Are balances reported for insurance programs actuarially analyzed, or can they be?
2. What part does misestimating play in the accumulation of unobligated balances? Does there appear to be a common pattern?
3. Is there inconsistent treatment in scoring of budget authority for similar programs, i.e. under longer-term subsidy contracts? What would be the budget impact if all long-term subsidy contracts were scored in a fashion similar to the HUD subsidized housing programs.

4. Explore the "full funding" multi-year concept and its relationship to the amount of unobligated balances. How much of the overall amount or increase has been simply the account change under the full funding concept?
5. To what extent are balances typically shifted from one purpose to another -- by legislative action; by administrative action (reprogramming or otherwise).
6. Are there significant contingent liabilities that should be recorded as unobligated?
7. Summarize Congressional and Executive attempts to centralize unobligated balances.
8. How are Congressional actions related to unobligated balances (do they appropriate more than can be used, etc.)? Is there any indication that unobligated balances have built up in some areas due to excessive funding?



COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-106190

November 29, 1977

IN REPLY
REFER TO:

The Honorable Butler Derrick
Chairman, Budget Process Task Force
Committee on the Budget
House of Representatives

Dear Mr. Derrick:

On October 13, 1977, you requested that GAO undertake a study of unobligated balances for all nondefense programs and that you be provided a report by the first part of January 1978. As you are aware, your request concerns many complex budgetary and policy practices and issues which result in the unobligated balances. We agree that these studies are desirable and will be of considerable use to the Committee and the Congress, but as indicated in our discussions with your staff, it will not be feasible to meet all your needs by January.

In an effort to meet your Committee's needs in the most effective way possible, we have revised our work plans, including deferring some other projects your Committee is interested in, and suggest the following approach, which we have discussed with your staff:

--By January 23, 1978, we will provide an overview description of all unobligated balances as noted in Part I of the attachment to your letter. This information will provide a Government-wide perspective from which the individual components, such as defense balances, can be viewed and will be updated with fiscal year 1979 data by the middle of February. We will also discuss our plans for the remainder of the year.

--By the first week of March 1978, we will provide you with analysis of the history, trends, and growth of unobligated balances in three selected programs or budget accounts. The programs or accounts will be selected by your Committee in consultation with us. To the extent possible, we will attempt to determine the reasons for the balances and the significant issues involved. Generally this work is set out in Parts II and III of your attachment.

--On the budgetary practices issues raised by you in Part III of your attachment, we will initiate special analyses from a Government-wide rather than agency or program perspective during the year and will report to your Committee as these analyses are completed. Of course, we will keep your staff fully advised of our plans and progress.

We hope this approach will be satisfactory.

In recognition of her interest and as discussed with your staff, we are sending a copy of this letter to Congresswoman Marjorie S. Holt.

Sincerely yours,

SIGNED HIMER B. STAATS

Comptroller General
of the United States

TAB 18
UNEXPENDED BALANCES
BY ACCOUNT

UNEXPENDED BALANCES BY ACCOUNT

The attachment to the October 13, 1977, request (see Tab 17, page 2) from the Budget Process Task Force requests a list of balances (obligated and unobligated) by account for fiscal year 1978. Computer listings of the actual balances for fiscal years 1976 and 1977 and estimated balances for fiscal years 1978 and 1979 have been provided separately. They are not included in this document because of their volume. The accounts in these computer listings are categorized as Federal Fund, trust fund and off-budget accounts. Off-budget information is also contained in Tab 13, page 2.